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ABSTRACT

Focusing on problem-solving organizational structures, this report traces the history of the community education project of the Austin (Texas) Independent School District, which sought to involve neighborhood communities in the education process. After a brief profile of Austin, the report describes how the project started in a poor inner-city barrio because of its neighborhood council's concern over social problems among local youths and adults. After its initial success, the project expanded to a suburb across the city. A task force was then formed to study possible citywide expansion. The task force considered four models of project financing and governance involving the city, the school district, and the community. It chose an organizational model allowing joint control, in which the district administered the project, the city and the district supplied funds and long-term planning, and a consortium combining all three groups provided top-level advice. Under this organizational structure the project expanded further. The author also discusses the administrative problems addressed by the task force, including citizen involvement, decentralized administration, and bureaucratic territoriality, and assesses the project's current programs. (Author/RW)

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Community Education Proven Practices

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COMMUNITY EDUCATION
PROVEN PRACTICES

LOCAL GOVERNMENT PARTICIPATION

Federally Funded
Local Community Education Projects

Developed through a grant awarded to the Austin Independent School District, Austin, Texas.

Lester Haines, Director

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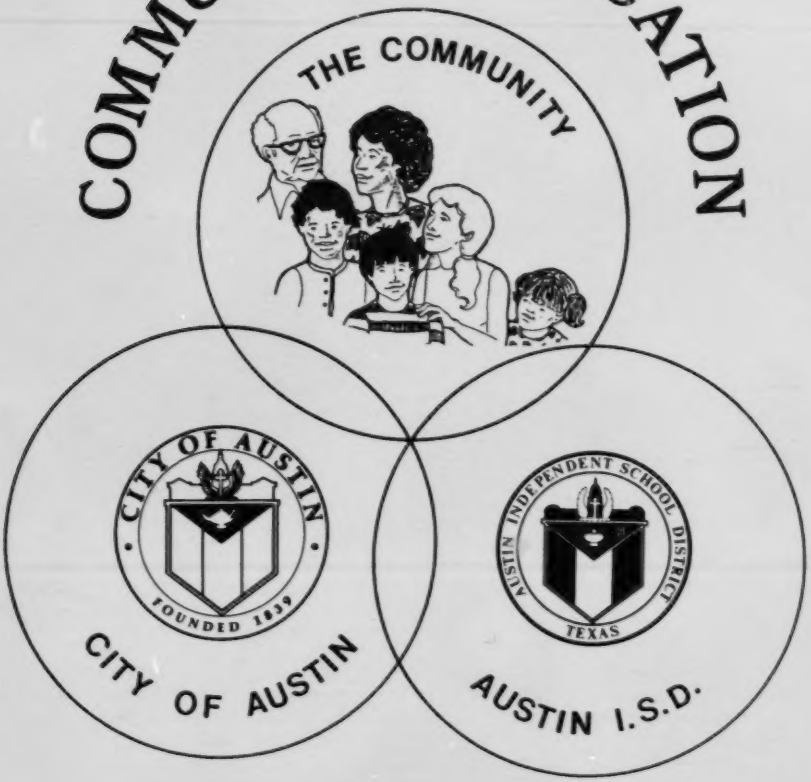
AUSTIN COMMUNITY EDUCATION



Local Government Participation
Issues in the Development and Implementation
of a Citizen and Municipal and School Partnership:
The Austin Experience

ABSTRACT

This report traces the history of a citizen - school district - city model of Community Education, focusing on the problem-solving structures formed out of the developmental dynamics.

The paper begins by describing the history of Community Education in Austin, Texas. The Austin Community Education project began in a barrio in 1973 in response to the grass-roots concern of a neighborhood council about problems with youth, including truancy, dropouts and vandalism; and with adults, including unemployment, crime, and low educational attainment. At the outset, the program was sponsored by the Austin Independent School District and was housed in a neighborhood elementary school.

A year later, the project expanded to the other side of the city, to a suburban setting. At this time, a Community Education task force was appointed by the School Board. The task force was to study the possibility of expanding the project city-wide and to arrive at conclusions regarding the best model of administering and funding the project.

Four models were investigated: a school district model whereby the Austin Independent School District would totally fund and administer the project, a local government model whereby the city would be responsible for the project, a citizen non-profit corporation model whereby the project would be independently controlled, and a citizen-city-school district model which would incorporate the benefits of all three participants.

The task force analyzed the costs and benefits of each model and recommended the citizen-city-school district model. After much interaction, the citizen-city-school district model was accepted and the project was expanded to include five new Community Schools.

The City and School District approved a joint agreement whereby the School District would actually administer the program, but both would equally fund it, and both would share in the long-range planning. A consortium composed of representatives from the city, school district, various local organizations and each community school advisory council was formed to give high level input into the process.

The administrative issues faced by the City and School District in supporting such a unique project, along with the costs and benefits, are described in the paper. The ongoing challenges to the Austin Community Education project are detailed and the possible development of similar Community Education models in other urban settings is investigated.

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INTRODUCTION

Cooperative efforts between schools and the local governments are traditional in America. The first public high school in the United States shared its building with fire fighters and the town watch. In fact, until shortly before the turn of the century, American public education typically was a function of municipal government. In some older communities such as Boston, schools are still an integral part of local government.

In the first half of this century, however, both politics and specialization have contributed heavily to the division of government and public education. Schools sought separation from local government in order to remove themselves from politics, particularly the patronage system. In some communities, the drive for "freedom from politics" has taken extreme forms. This trend is reflected in school board election patterns, where board members may be elected for unpaid six year terms by less than ten percent of the eligible voters of the total community. Ironically, many educators have found that "freedom from politics" has become a separate bureaucratically determined system for collecting and distributing community resources. (Warden, 1980)

The change from an agricultural to an urban society has produced specialization, another dividing wedge between local governments and school districts. As community functions have become more differentiated, each institution has more narrowly defined its responsibilities. Since community members' lives are not similarly segmented, specialization has led to the growing and serious problem of coordination of services. As a result, local governments and school districts are now facing these common problems:

1. The erosion of public confidence in their ability to perform institutional functions;

2. The simultaneous decline in resources and increase in the number and diversity of issues for which each institution is accountable;

3. An increasing number of citizens who are frustrated by complex depersonalized institutions, and who are now demanding a return of some sense of control and greater responsiveness to their needs;

4. An increasing heterogeneity of constituency; and

5. The growing complexity of managing local governments and school districts. (Otis, 1980)

In the context of these issues, a local Community Education Program was initiated in Austin, Texas in 1973. This report contains a case study of an organized citizen group, a local government, and a school district which came together in Austin to develop a better quality of community life through Community Education. At each stage of the model's development, a common thread of experiences is found, citizens, the City and the School District each holding a piece of the answer to how community residents live and learn. Through the development of on going Community Education goal-negotiating and problem-solving structures, the resources of each are effectively integrated to resolve pressing community concerns. The resulting model is one of Community Education, rather than community schools. Specifically, the report will describe:

- The urban setting in which the model was conceived;

- The Community Education Program's beginning in the barrio and its expansion to suburbs;

- The creation and dynamics of citizen involvement in Community Education;

- The consortium structure for joint decision-making;

- The operation of the Community Education Program;

- The administrative issues that arose and their joint resolution;

- The program results and benefits; and

- An assessment of future issues facing the Austin model.

SECTION I

COMMUNITY EDUCATION: AN OVERVIEW OF AUSTIN AND ITS MODEL

Definition of Community Education

Philip Clark, writing with Edward Olsen in Life-Centering Education, highlights six essential features of Community Education:

> . . . systematic involvement of community members of all ages in the educational process. . .maximum utilization of all human, physical and financial resources. . . stresses inter-institutional and agency coordination and cooperation. . .recognizes that learning is life-long. . . advocates democratic involvement of all community members in problem-solving. . .stresses that educational curriculum, programs and services should be community oriented.

To clarify further, the term "Community Education" refers to a process of community involvement in neighborhood problem solving, while the term "Community School" means a public school designated to house educational, recreational, cultural and social service programs. Community Education in Austin encompasses all these concepts, combining the elements into patterns compatible with individual communities. Because of the city's metropolitan size, Community Education is neighborhood based. By the term "neighborhood," we mean a geographic area with a distinct identity, as defined by tradition and/or geographic characteristics, with approximately 10,000 to 25,000 residents. Since the Greek City-States were formed more than 2,000 years ago, people have found that in communities of this size, it is possible for individual members to have an identity and sense of belonging. Thus, in Austin Community Education is a coalition of community residents and resources directed at improving the quality of neighborhood life by increasing opportunities for education through community development.

Areas of Innovation

During a ten-year period of development, the Austin program has been innovative in four respects:

1. Austin is one of a few nationally recognized urban models of Community Education. It is one of two urban communities in the United States to be awarded an United States Office of Education grant for model development for four consecutive years.

2. Community Education in Austin was conceived by a few concerned neighborhood residents, expanded through citizen involvement to a city-wide level, and is maintained by citizens providing leadership at the local, city and national level.

3. Community Education in Austin is based on a joint city-school district agreement to provide equal funding. Local tax revenues provide the primary funding for the program. Between 1976 and 1979, the state provided approximately five per cent of campus-level funding. Since 1979, however, the state's role has expanded with the passage of the Texas Public Schools Act, which provides reimbursement for the partial salary of the local coordinator from Foundation School Funds. Because of the success of this model, the program received the 1977 National Community Education Association award for municipal government involvement.

4. Community Education coordinates neighborhood delivery of services by 210 agencies and organizations in accord with neighborhood priorities. The program annually serves about one-third of Austin's population in thirteen centers located throughout the city.

Austin, Texas: A Metropolitan Setting

Located in an area of unique beauty and mild climate, Austin, the state capital of Texas, has experienced rapid growth throughout the last two decades. The Austin Standard Metropolitan Statistical Area ranks among the top 100 in the country. Austin's 1978 population of 325,000 represents an increase of 73 per cent since 1960. If the current rate of growth is maintained, the city's population will reach 580,000, almost double the current total, in the next 15 years.

With the rapid growth from midsize community to metropolis, Austin's population characteristics are also changing. The city is located at the crossroads of western, southern and Mexican cultural traditions and values. As such, it is undergoing increasing heterogeneity in its population's age, region of origin, and type of employment. The tri-ethnic population is currently one-third Black and Mexican American, but a large influx of Mexican citizens has resulted in a growing Spanish-speaking community. Two armed forces bases

with many foreign-born dependents also contribute to an ethnically mixed population. National publicity rating Austin as a city with "the lowest cost of living" and "highest desirability among communities of its size" has attracted a large retirement community as well as several formerly northeastern-based light industries.

In the context of rapid demographic change, traditional communication methods are deteriorating. At the neighborhood level, the mom and pop grocery and the local drug store are gone. In the new suburban communities, there is no established, trusted leadership. As a result of these trends in the early 1970's, many Austin citizens experienced a decreasing sense of neighborhood. Identification with the larger community was ambiguous, and many residents felt unable to communicate with institutions of influencing their lives. (Austin Tomorrow, 1976)

The Austin Independent School District and the City of Austin are separate political and administrative bodies with generally overlapping geographic boundaries. The city has a council-manager form of government, with six council members and a mayor elected at large every two years, and a city manager appointed by the Council. The School Board is elected at-large for staggered six-year terms. The School District became politically independent from the initiation of Community Education in 1975, there was only one recorded joint meeting of the City Council and School Board to work together to solve common concerns.

Traditionally, Austin is an education-oriented community. In addition to the primary and secondary schools, the city is the home of the University of Texas and five other colleges and universities. These institutions have a combined enrollment of more than 60,000.

The school district operates 86 schools with a 1979-80 budget of $136 million. School system financing is derived from state (44%), local ad valorem tax (48%), and federal (8%) sources. The staff of 7,314 employees is comparable in size to that of the City of Austin. Sixty-three per cent of last year's high school graduates went on to higher education, and during the 1980-81 school year, 57,082 students, 57% Anglo, 26% Mexican-American and 17% Black, will be involved in implementing a new desegregation plan.

Since the early 1970's, citizen participation in parent groups (PTA, PTO) has been on the decline. The "show and tell" approach to community relations at open houses, back-to-school nights and carnivals did little to foster broadly based community involvement and commitment to education. As community problems impacting the school mounted, both the community and the school district desired to go beyond citizen participation to citizen involvement and commitment.

Within the context of Austin's growth and overall high educational attainment, it is ironic that 18 per cent of its population ranked below the poverty level in 1976. Almost one-fifth of Austin's population in 1970 (44,887 out of 250,000) was functionally illiterate. The California Achievement Test revealed dramatic differences in the achievement level of Black and Mexican-American students when compared to the total population.

As an institution, the City of Austin, is equal to, if not greater than the school district in the amount of resources it allocates. Among its many functions, the city government operates a hospital, a utility company, twelve recreation centers and five neighborhood centers. In addition, the Austin Parks and Recreation Department (PARD) is nationally recognized for its facilities, programs and staff. Planning by city departments was primarily centralized during the early 1970's; the transition from a traditional general-purpose institution to one responding to multiple, highly diverse communities had not taken place with regard to planning.

The seeds of change, however, were planted in 1975 with the "Austin Tomorrow" program, where more than 3,000 citizens were involved in mapping out a set of goals for the city's future. During the process, program leaders found that there was a lack of acquaintance among citizens, and even neighbors frequently expressed feelings of anonymity and concern about the lack of control over their personal and community life. The final report, Austin Tomorrow Goals, was submitted to the City Council by the 167-member Goals Assembly in May, 1975. The recommendations included decentralization of services, more citizen input into governmental operations, and increased use of public school facilities.

Many new residents experienced difficulty in the resources available to them. City social services primarily served low income communities, leaving middle-class citizens with very few services. Thus, the rapid changes in Austin's population brought pressure on both the city and school district to increase their responsiveness to diverse and changing citizen needs. Citizens expressed a need for greater input into planning, better utilization of Austin's abundant resources, an enhanced sense of community. At the same time, unfortunately, joint planning structures for resolving common concerns between the two major institutions were minimal.

These community forces were to forge the shape of Community Education in Austin as it grew from a group of concerned neighborhood residents and community agency representatives to a national model.

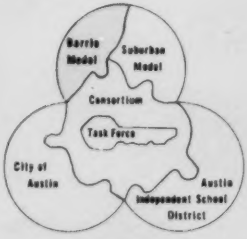
SECTION II

CRITICAL PIECES IN CREATING
THE COMMUNITY EDUCATION PROGRAM IN AUSTIN

"The beginning is the most important part of the work: -- Plato

Developing a new program is like working a puzzle. In retrospect, it is possible to identify pieces that fit together to make Austin's Community Education program work.

Beginning in a Barrio: An Inner City Model



In 1968, the inner-city Becker neighborhood, faced with overwhelming problems, was in a state of early decline. As in many U.S. cities, the neighborhood's population had shifted rapidly, from an 8? per cent Anglo community in 1960 to a predominantly Mexican-American community, with sprinklings of Black and Anglo minorities, in 1976.

Officially classified by the U.S. Department of Housing and Urban Development (HUD) as "a potential slum area" because of predominantly poor and deteriorating housing, the Becker neighborhood seemed headed for hardcore poverty status. Already it had achieved the dubious distinction of having the second-highest crime rate in the city. Twenty-three per cent of the neighborhood children and teenagers had dropped out of school, while approximately one-third of the adults had completed less than eighth grade. Between 1968

and 1972, reported delinquency among elementary school children increased 100 per cent and that of high school age youth grew by 175 per cent.

In 1968, a staff person from Child and Family Service, which is a United Way agency, was charged with determining a possible strategy for addressing problems of family breakdown. She began talking with residents and community agencies about their view of these problems, and discovered that both citizens and professionals were concerned with the rapidly deteriorating conditions. The staffs of social and educational agencies did not believe they could solve the neighborhood's problems because of inadequate resources and, besides, "it wasn't their job." Community residents, certain they did not have the power to change things were reluctant to get involved. The consensus was clear. This solution was really "nobody's job" no one had sufficient resources to impact the neighborhood's problems of crime, unemployment, family breakdown, school dropouts, congestion, deteriorating housing, and low education level.

At Child and Family Service's initiative, twenty agency representatives and Becker area residents tentatively agreed to tackle "nobody's job." The group included skeptical residents, many of whom were planning to move out as soon as they could afford to do so. They agreed instead to stay for six months to see if group efforts could improve community conditions. The residents were joined by a parks and recreation staff member, the principal of the elementary school, a representative of the Texas Department of Mental Health and Mental Retardation, a businessman, several ministers, the neighborhood postman, and three housewives. Thus the South Austin Neighborhood Council was formed. Child and Family Service secured a small grant from the Hogg Foundation for Mental Health to provide staff assistance for the group.

A resident and neighborhood mail carrier who was involved in initiating the council described the period between 1968 and 1971:

> There's a group out there at Becker called the South Austin Neighborhood Council, and that group became concerned about all the social problems that existed there in a low-income neighborhood.
>
> How do you attack all these problems as efficiently as possible?
>
> We were talking about the education of the students, about changing the attitudes of minorities towards the educational system, realizing the minority parents are products of a segregated system. What they had seen of schools did not make them feel very good about schools. And we found that this attitude was detrimental in many ways: in breaking the poverty cycle, getting jobs, health, getting people involved in community work, just about everything.
>
> We spoke about how to use the schools, since the problem was education. Since they're just sitting there all summer and every evening, how could we use them? What kind of program would we want from the schools? So from there, the committee began to work with the schools, and began to look at various kinds of curriculum.

> Then, when Jack Davidson (school superintendent) came to a meeting, he said, "Well, I wouldn't be opposed to a pilot community school project."
>
> That was my first awareness of the term, "community school." So we began to work on getting some funds, and then we saw that movie, (To Touch a Child) about the Flint Project. We all got very excited and said, "This is what we've been looking for!"
>
> And that's more or less the way it started. (Manuel Navarro, 1978)

From 1971 to 1973, the South Austin Neighborhood Council and the school administration negotiated the plans for Austin's first community school. The Council feared becoming "a typical school committee" which would rubber stamp school decisions. The School District, on the other hand, was concerned that neighborhood control would usurp the role of the School Board. The resulting resolution called for the South Austin Neighborhood Council to serve in an advisory capacity regarding problem administration, but gave them decision-making authority regarding needs assessment, priorities, program evaluation, and neighborhood problem resolution. The council would operate within the framework of school board policy. A critical factor in reaching the settlement was that a seasoned and trusted principal of the neighborhood elementary school felt Community Education could work. She supported the concept that the school belonged to the people of the community for their use.

The Center for Community Education at Texas A & M University assisted the Council in developing a project proposal that subsequently was funded by the Texas Education Agency under Title III of the Elementary and Secondary Education Act. After the School District received funding approval, the staff member from Child and Family Services agreed to serve as the community school's first coordinator. Because of a significant salary reduction, the coordinator had a tacit understanding that the job was only temporary, until the project became an integral part of the School District. A task expected to take six months was to take six years.

Initial community and staff support for the new program was strong. As the principal described the working relationship with the coordinator, there was

> . . .no power struggle or attempt to set up a pecking order. We complemented each other. As I look back on it, I realize principals have a real possessiveness concerning the schools. . . .Sometimes they're hesitant to trust their building to another person because what it all boils down to is the principal is responsible for what happens at that school. So the principal and the coordinator have to have a relationship built on trust. (Edith Mullins, principal, 1978)

A household survey of the community residents was conducted by 40 volunteers, and the new coordinator used the information to set up a program that included a preschool program, parent education, after-school enrichment for youth, group counseling for pre-delinquent teens, and adult education. In January 1973, eighteen classes began, initiating the Community Education program in Austin. During the first year of operation, all teachers were

volunteers or on loan from an agency. Because of limited funds, the coordinator and secretary served as teachers, custodians, and administrators.

Nonetheless, the fledgling program had a solid organizational foundation. From its inception in 1969 until 1973, the South Austin Neighborhood Council and its staff had been active in creating a sense of neighborhood, one with purposeful cohesion. The Council members had moved from "helping out" the coordinator with lots of advice to assuming responsibility for the problem-solving process. Issues addressed by the Council expanded in complexity from cleaning a vacant lot to litigation for street paving and parks. The energy and effectiveness of the Council members attracted agency staff members who were often incorporated into membership. The biggest community problem the Council overcame, however, was neighborhood apathy rooted both in fear and in feeling that a person's life was externally controlled.

At first, only neighborhood leaders or the most daring residents would attend classes. Most only came to look. Classes were as informal as possible. Students brought food for the school-wide coffee break where they shared their learning experiences. Gradually, the barrier of fear and suspicion toward the neighborhood school was cracked; school staff members established themselves and the school as worthy of trust, and eventually became a part of the extended family networks within the neighborhood. Although brochures were distributed, the best communication was by word of mouth--between families, among friends, children telling their parents. After leaders "tested the water" and encouraged others, 1,253 people of all ages participated in programs during the first year. Once the community got involved, the major obstacle for the staff was convincing adults and kids that they could succeed and they could control their lives by what they did.

As the community school changed from a vision into a reality, the concept of unified neighborhood decision making and concerted action was gradually incorporated into the neighborhood tradition. Pride in ownership in the school was great. The school became the focal point for neighborhood integration. Residents furnished the tiny office with curtains, rugs, and used furniture--creating a homey atmosphere. The staff promoted the school as a home to reduce alienation. Parents became involved in sharing their family traditions; for example, the assistant coordinator, in the process of recreating Mexican traditional dances and customs for her own children, established a children's Mexican dance troupe. Participation in the new community school proved to be many adults' first experience with public education since they had dropped out of school years before, or since their children had last gotten into trouble.

Building the neighborhood's trust in Community Education was only half the problem. The regular faculty also had to change its attitude toward the community. Community school classes were being held in the afternoons and evenings, in classrooms used by the regular staff during the day. The transition was not an easy one to make, and there were both immediate problems and immediate successes. Mrs. Mullins recounted the incremental phasing in of the innovative program to minimize faculty resistance:

> One of the hardest things was selling the faculty on the ideas. An in-service training session was held for the faculty, and they were shown the film concerning Community

> Education in Flint, Michigan, To Touch a Child. When they saw the film, they nodded and said, "That sounds good." But when I said, "That's what we are going to do at Becker," there were immediate protests.
>
> We chose to use the rooms of teachers I knew would be the most cooperative, but we couldn't use just any rooms--the furniture had to be big enough for adults. And we needed a place that was well-lighted. What we called the "new wing," a newer part of the building, was the logical place to have it. It was downstairs, rest rooms were convenient, and there were several big, open-area rooms that had actually been built before the era of open classrooms.
>
> I had a team of three very good teachers working in that area, and I approached them--I just left the rest of the faculty out of it for the time. They agreed to share their rooms if I would agree to replace any materials that were stolen or borrowed or misplaced. I felt like I could do this, so this was where we started our GED classes. (Mullens, 1978)

In April 1974, a significant breakthrough added a vital resource for the many unemployed residents of the community. The South Austin Neighborhood Council sought and received an IBM Community Assistance Award of twenty electric typewriters and ten transcribers, enabling the coordinator to add an office skills component to the Community School program. Later the Council secured a full-time instructor through a vocational education grant from the Texas Education Agency. Together these components provided the fledgling grass roots effort that gained legitimacy for the community school within the broader community.

Furthermore, the impact of the Community Education program on the elementary school did not go unnoticed. Prior to Community Education, only eight parents had been active in school affairs. The principal noted:

> The parents came in greater numbers and were more comfortable in coming to the school to discuss problems or concerns. The children whose parents were attending community school classes were proud and had an increased interest in school. (Mullens, 1978)

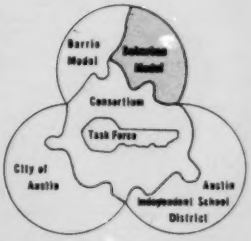
Significantly, two years after Community Education began, school vandalism rates had dropped by 300 per cent.

As a result of the growing support for the Community Education program among administrators and the community, the Austin School Board officially recognized the accomplishments of the South Austin Neighborhood Council and the community school in May 1974 by adopting a resolution supporting the community school philosphy. The School Board included two provisions in the resolution that had great importance for the future of the Community Education program. First, they approved the school administration's recommendation to expand Community Education to a second school. Second, they mandated the for-

mation of a broad-based citizen's task force to study implementation of Community Education in Austin.

Expanding to the Suburbs: Support or Selling Out?

The second site chosen as a community school campus was the new Cook Elementary School in north Austin. This selection, in June, 1974, was surprising to most observers and met some resistance, primarily because of the great difference in the Cook neighborhood profile, as compared to that of Becker. At first some Becker residents wondered if the staff had "sold out" the concept; several Cook residents, on the other hand, were not certain they wanted a community school in their area, feeling it might "taint" the neighborhood's middle-class image.



The Community Education staff, however, felt that the patterns established during the first three years would determine the program's future. The early expansion to the suburbs was important in demonstrating the potentially broad application of community education within Austin neighborhoods. It was necessary to counter the possible stereotyping of the Community Education concept to a low-income community. As a result, the staff had taken into account three major considerations in selecting the second site:

1. It was important to demonstrate the validity of the program in more than one kind of neighborhood. Experiences with federal programs had demonstrated that innovations which can't be universalized often die due to lack of adequate support.

2. Beginning in a newly built school, Community Education could become an integral part of the regular school programs and curriculum, altering the concept of Community Education as an "add-on curriculum for leftout learners."

3. The principal, a believer in community involvement, was an articulate spokesman for programs which worked well, and his opinion was respected among fellow administrators.

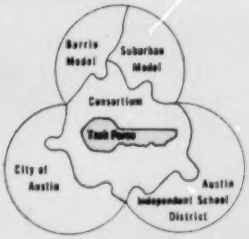
The Cook neighborhood was growing rapidly. Between 1970 and 1976, the population increased by 93.2 per cent in this new, predominantly Anglo, middle- to upper-middle-income suburb in Austin. Rapid turnover in population accompanied this growth, as employees of IBM and Texas Instruments, as well as military personnel from Bergstrom Air Force Base, transferred in and out of the area regularly. As a consequence, the area lacked the sense of community which some residents felt that Community Education could help them achieve.

However, the very factors that set the Cook neighborhood apart from the Becker neighborhood also proved to make it receptive to Community Education. Because it was a newly developed area, it was cut off from many of the social and cultural services available in other parts of the city. The residents' rapid mobility had further alienated many families, intensifying their need for a gathering sport for exchange, support, and friendship.

Because of the generally high educational level of Cook residents, education was viewed very positively. Adults responded favorably to the Community Education concept because they were eager to have enrichment opportunities and services available both for themselves and for their children. In fact, because they lacked the typical Becker resident's relectance to reenter the learning process, and because they viewed education as a path to upward mobility, rather than the source of failure and embarrassment, Cook community members came out in droves. In the first year of operation, Cook outdistanced Becker's outstanding enrollment record. Planning activities, however, progressed more slowly. With the lack of neighborhood cohesion, area residents found it difficult to conceptualize a "community," and to take responsibility for making it a reality.

The Community Education Task Force: A Community Power

Task Force Formation and Integration



After classes at Cook began, the Austin School Board appointed the Community Education Task Force--28 citizens from a cross-section of the major civic, business, and minority organizations--to examine the two pilot projects and make recommendations about developing a district-wide Community Education program. The task force was to represent each segment of the community, from the "establishment" to the "liberal," from senior leader to emerging leader. Before appointments were made, the project coordinator recommended to the Board a slate of nominees based on an analysis of community power clusters within geographic, ethnic, professional, labor and civic groups, as well as boards of directors of key agencies.

She then met with each potential task force member to determine interests, motivation, talents and any special condictions influencing his or her participation. Most persons interviewed agreed to serve representing a specific community group. A mixture of factors persuaded nominees to participate: the project's short-term nature, curiosity about its novel approach, and an ability to clearly see how they could contribute to this significant project.

Experience in neighborhood councils had demonstrated to the project coordinator that citizens are easily, if unintentionally, intimidated and rendered ineffective by articulate professionals with better access to information. It had already taken two to three years of training and experience in working together to bring about the appropriate citizen/professional balance in the existing neighborhood council. Therefore, if the "community" in Community Education was to have meaning, citizens needed to assume the primary leadership at this point in the development process. Later, the task force would be joined

by agency executives, serving as consultants, but citizen participants had to overcome some barriers before the group could function effectively.

Because appointed members represented groups of diverse geographic, social, economic, and ethnic backgrounds, the first activities were aimed at increasing members' awareness of their commonalities and interdependence, and at developing confidence in their capacity to work together. Meeting in informal settings, eating food prepared by members, and discussing motivation and goals for working on the task force all helped bring the group closer together.

Next, the citizens divided into three groups, according to their individual interests, to study: 1) needs and goals, 2) administration, and 3) finance. Within these committees, members tended to be more similar in background or perspective than the task force as a whole. An executive committee strove to weave the work of the committees together and to identify conflicts that required resolution. Momentum within the group built as Ruth Ruiz, a representative of the city-wide Parent-Teacher Association organization, recalled:

> Committees worked hard, but attendance at meetings was not a problem. The group was superb! Everybody came--there was nobody that missed a meeting! And you didn't want to miss one either, because you didn't want to be the one to break that chain of attendance. (Ruiz, 1978)

Agency Involvement With The Task Force

Within the school district and other agencies there existed a fear that Community Education would take away resources and develop competing, and perhaps more successful programs. For this reason, while the task force was forming, the project coordinator determined which agencies and school departments had a potential stake in Community Education. School department directors and chief executive officers of 19 agencies were asked by the project coordinator to participate in the task force planning. Officials agreed that participation would not be delegated to a lower-level staff member until after the planning phase was completed, thus assuring more comparable status in decision-making. The group of agency directors intentionally was kept large, in order to prevent one or two agencies from controlling the group's direction. For some administrators who had operated primarily within the framework of their own organizations, the meetings were uncomfortable, and in retrospect, greater attention to group training in cooperative decision making would have been helpful.

Two approaches in working with agencies, however, proved critical to the development of successful working relations: 1) developing a satisfactory definition of Community Education's functions, and 2) establishing a positive pattern of conflict resolution.

Community Education's functions were defined by the project coordinator in a manner which emphasized its unique, yet complimentary, nature in regard to agency goals, thus removing the program from suspicion as a direct competitor. The program, as outlined, would increase use of school facilities by providing a staff person to supervise decentralized programs provided by agencies and departments. This would enable agencies to expand their programs without

additional contruction costs, provided that neighborhoods define the agencies' services as priority needs. Neighborhood organizational and planning was also initially viewed with some suspicion ("Community Education telling us about what we should do"), but was tolerable, if the benefits from the use of school facilities could be actualized. The project coordinator negotiated verbal agreements insuring that the Community Education program would not provide a competitive or duplicated program unless an agency was unable or uninterested in meeting needs identified by neighborhood residents. The definition of Community Education which evolved was complementary and not competitive, thus minimizing the need for agency or department power plays.

A successful pattern for resolving interagency conflict related to Community Education further established confidence in working cooperatively. The conflict resolution pattern, either present or acquired during this process, can be described as follows:

1. All major stake holders (citizens, agencies, and school departments) were involved in defining and allocating new services to be provided by the Community Education program;

2. The success of each agency was viewed to some extent as a function of the behavior of the others;

3. A consensus was reached that more desirable outcomes might be achieved through negotiations among all the major agencies and citizens than through individual efforts;

4. The scope of the negotiation was a range of outcomes yielding gains for all sides. Side issues not mutually productive did not receive initial consideration;

5. Citizens were considered the program "owners" while professionals the program facilitators; and

6. The project coordinator role was to maximize opportunities for equal participation between agencies or between professional and citizens through equal access to information and individualized assistance with group processes.

Thus agency directors provided invaluable information in planning strategies toward program development.

Because of central involvement of other agencies in shaping the direction of Community Education, duplication of services was avoided and ownership of the emerging program was expanded. After one-and-a-half months of weekly orientation meetings and administrative planning, agency directors agreed to serve as consultants and provide needed information to the citizen's task force committees.

In working with the task force, the project coordinator found agency and citizen participants each presenting different challenges which had to be met before a product was possible. Within the agency group, some administrators, perhaps correctly, viewed working with other agencies strictly as resolving con-

flicts of interest, with each party attempting to maximize its own "share of the pie." Gains for one were viewed as losses by the others. At times, anticipated loss of resources resulted in the use of manipulative control tactics. The project coordinator's task was to help define situations where agency directors could simultaneously attain individual objectives or, at least, where the gain of one party did not represent a loss to the other. Simply stated, the agency administrators learned to think not as independent, self-reliant entities, but as an interdependent, collaborative network with the same goal--promoting a better community life.

Cooperative working relationships continued to develop at different rates, with little or no progress from some agencies and school department heads. Each change of key personnel required new relationship development, the success of which varied with the administrator's flexibility and ability to use interdependence to his agency's advantage. Each time it required the coordinator's concrete demonstration of good faith and extensive risk taking.

Alternative Models Considered by the Community Education Task Force

The task force examined in detail four models of Community Education graphically represented on the next page, before reaching its conclusion as to the appropriate direction for Austin.

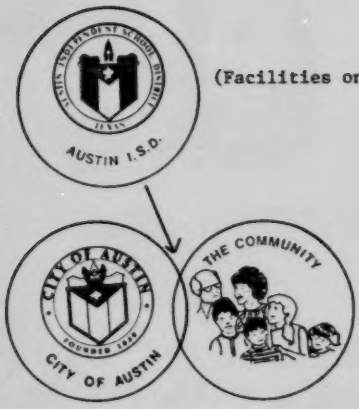
The School District Model. The typical Community Education model, where the school district serves as the local administrator and operator of a Community Education program, was examined first. Programs administered by school districts had several apparent weaknesses. First, in spite of extensive documented evidence of the overriding importance of the home and community to student's learning, school districts often define education as schooling--a process of knowledge dissemination and reception which occurs in a classroom between teachers and students, ages 5 to 18 years old. Therefore, a program which organized resources for the total educational needs of a child, his family, and his neighborhood was frequently considered as "add on," only tangentially related to the primary purpose of the school district. Second, community involvement in school districts traditionally consisted of one-way dissemination of information, rather than a mutual sharing in the problem-solving process where both the community and the school have distinct but equally important and permanent roles to play. Finally, if a school district was the sole administrator, Community Education projects were more likely to choose the easiest administrative path and deliver services directly, rather than coordinate and maximize the delivery of existing community resources.

Local Government Model. Next, a city-operated Community Education program was reviewed. The main advantage of this approach was that cities have a tradition of working and concentrating with numerous institutions for citizen participation and joint problem resolution. However, community members on the task force expressed concern that they not become too closely tied to city government. This, they felt, would insure an independent voice concerning the needs of the community and possible solution strategies.

FOUR MODELS FOR COMMUNITY EDUCATION REVIEWED
BY THE TASK FORCE

THE SCHOOL DISTRICT MODEL

CITIZENS NON-PROFIT MODEL CORPORATION



LOCAL GOVERNMENT MODEL

JOINT
CITIZENS-CITY-SCHOOL DISTRICT
MODEL

Citizen Non profit Corporation. The third model examined was that of Community Education as a non profit corporation, funded by multiple institutions and overseen by a citizen board. The non-profit model offered the potential for increased responsiveness to citizen needs as well as a simpler pattern of administration. It did not, however, provide a significant possibility for influencing either the school district toward a broader definition of education or the city toward a more effective delivery of services in response to needs expressed by citizens. Furthermore, management by the school district was deemed very important, due to potential resistance of principals and staffs to "outsiders" using the buildings. Finally, it was thought that a non-profit corporation might not have the stability and permanence that other traditional institutions could provide.

Citizen-City-School District Model. In an effort to combine the best features of the various models, a fourth approach was carefully considered--a citizen-city-school district model. With this system, the citizens would be responsible for determining program goals and assisting in coordinating city, school district, and community resources. The City and School District would be responsible for management, resource planning, and finance. Since the program could operate effectively under only one set of policies and procedures, and since use of school facilities was necessary, it was agreed that the School District should be the administrative agent.

The citizen-city-school district approach had several advantages. First, most of the relevant problems of children, families, and neighborhoods were the responsibility of either the School District or the City. Therefore, resources could be coordinated more easily without further duplication of services. Construction of new city facilities could be reduced by better use of school facilities. In 1976, construction cost of a recreation center, neighborhood center, or neighborhood health center was $1-$8 million, with annual operating costs of about $50,000. In addition, even with no further program expansion, utility costs in existing facilities were ballooning by ten per cent annually. The task force concluded that since the School District was in the business of education, its expertise and resources could provide educational leadership for Community Education. The City was, on the other hand, in the "community" business and could focus its energies toward physical improvements and enhancing the "quality of life." Therefore, a Citizen-City-School District model was the alternative preferred by the task force.

While recognizing the logic and merit of the citizen-city-school district approach, the task force also was aware that it is sometimes difficult for large institutions to work jointly, and even more difficult for institutions to remain responsive to citizen needs. Since citizens, as taxpayers to both the city and school district, stood to gain maximum benefit from this approach, it was determined that citizens should continue to have an important central role in this relationship. Thus, the task force spelled out in detail a continuing role for citizens as policy advisors, community advocates, and monitors of community goal accomplishment, both at the neighborhood level and at the district level.

Involvement of the county government also was considered at this point. The consensus, however, was that the management complexity of three large

bureaucracies and three sets of elected officials might overwhelm the new Community Education project. The county could be asked to participate at a later point.

Steps in The Task Force Process

Initially, the task force met as a whole to determine the need for Community Education in Austin. Information from a variety of sources formed the group's working data base--the Austin Tomorrow Goals, informal attitudinal surveys of community groups represented on the task force, needs identified by agencies, and City and School District demographic data. Thus, committees began work with a common perception of the needs.

The actual steps followed by the task force may be useful to Community Education practitioners working with various citizen groups. They are as follows:

1. Mandate and deadline--The superintendent wrote each task force member a letter stating the group's purpose and expressing his appreciation for their service. At the first task force meeting, he reiterated his charge, outlined the task at hand, and requested reports within a three-month time limit.

2. Maximum exchange of information--Task force discussion topics included perceived needs and benefits, how resources could be maximized for each agency or group, resistance points existing within and between agencies, how agencies and groups could be more effectively evaluated by their reference groups, and similar matters. When disagreements arose, the task was to state essential needs, giving the appropriate supportive information, then list and explore solutions rather than countering with excuses or limitations. Maintaining the group's focus on problem statements rather than "solutions" was difficult but essential to generating alternatives.

3. Development of an idealized design--Each task force member translated problems into statements of ideal conditions, extended concepts of feasibility, and finally achieved an understanding of the perspective of other group members. This made it possible to reach a consensus later. An important product emerged from this process; neither City nor school District staff would have considered a joint Community Education Program feasible. However, as broader perspective was brought into focus by the task force, this design clearly provided the greatest number of solutions to problems. By focusing on long-term objectives, the idealized design approach used by the task force generated the required consensus to mobilize a collective effort for Community Education in Austin.

4. Search for alternative solutions--Each committee reviewed other community models along with Austin's patterns and tradition for meeting community needs. At this stage, the validity of constraints was carefully scrutinized.

5. Selection of the preferred alternative--The final balance of payoffs desired by stakeholders (the City, School District, agencies, and citizens) in the plan was as equally distributed as possible, not only to gain immediate acceptance but also to maintain long term motivation for project continuance. Even after extensive information exchange, it was found that the predictability of behavior on the part of all parties was still not a certainty. Therefore, in order for the necessary commitments to be made, the citizens, school district and city had at some point to take a "step of faith" in the form of written agreement.

6. Keeping problems solved--The task force realized that a viable Community Education project would require continued efforts to resolve problems, since changing conditions (school board or city council elections, changes in key administrative personnel or citizen leadership) tend to unsolve problems which previously have been solved. Therefore, an ongoing system would be essential in order to: 1) monitor results; 2) compare formulated expectations with actual performance, and 3) continue information flow for resolution of differences. Additionally, adequate records of solutions, contracts, and documents would be necessary. To encompass these function, the task force recommended a Citizens Consortium to continue and expand the efforts of the task force.

In recommending the Consortium, the task force considered communication and information flow between the funding entities. In order to insure direct communication with policy makers, a School Board member and a City Councilman were recommended as Consortium members. Vertical communication patterns between the neighborhoods and the city-wide consortium were carefully detailed. Communication between institutional staff, however, was assumed and therefore not structured. In addition, procedures were not clearly outlined for defining new problems related to the functions of the City and School District which would be addressed by the Community Education structures. Later, these two deficits resulted in problems of information flow which had to be remedied.

Thus, the task force's internal operating procedures and processes of analysis not only generated specific recommendations, but also established Community Education's future pattern for problem resolution.

Task Force Recommendations to City Council and School Board

The task force finance committee, largely composed of businessmen, strongly recommended a joint financing arrangement between the city and the school district to: 1) maximize the potential for Community Education as a comprehensive city-wide delivery system, 2) save taxpayers' money, and 3) provide better use of public facilities. The entire task force concurred and a delegation from the task force met with the Mayor to discuss the recommendation. He was most encouraging, but indicated that the task force would need to make its recommendations simultaneously to both the City Council and School Board or the

program would be viewed as belonging merely to the School District. As indicated earlier, the A.I.S.D. Board of Trustees and the Austin City Council had met together only once since April 1955. Typically, formal communication between the two institutions consisted of several top administrators from each entity meeting only as occasion required.

The Mayor telephoned the School Board President to discuss the need for a joint meeting to hear the task force recommendation. Since both individuals were, by then, strong advocates of Community Education they secured City Council, School Board, and administration agreement for the joint meeting. On June 13, the School Board and City Council met at City Hall to hear the task force report. Forty-five minutes before the session began, the meeting room overflowed with task force members, representatives of civic organizations, and citizens who wanted Community Education in their neighborhoods. Several curious and perhaps somewhat skeptical city and school staff members also attended. The Mayor, overruling city staff objections, moved the meeting to a 350-person chamber which filled immediately. The following summarizes the recommendations of the task force:

Finance. The task force chairperson, who was the district manager of IBM, stated these reasons for recommending joint funding:

> It is the sincere belief of the Community Education Task Force that (this). . .is truly a "community" project whose success depends upon cooperation and collaboration between the Austin Independent School District, and Austin City Council, interested private and public agencies, and institutions. It is only through cooperative efforts and continuing dialogues that duplications of programs and services by the various helping and service agencies in the Austin area will be reduced through the expanded use of existing facilities such as elementary schools. . . In this manner, the needs of all people in the community will be much better served.
>
> It is recommended that all of the. . .basic costs be funded through local tax sources in order to avoid being subject to the current uncertainties of federal funding. The Community Education Task Force therefore recommends that the. . .local costs underwriting the proposed 1975-76. . .program be equally divided between the Austin Independent School District and the City of Austin. (Austin Community Education, 1975 Task Force Report, p. 25.)

The School District would provide funding for the central administration, but the City and School District would equally divide the cost of each individual school operation, including utilities and maintenance. Such program costs as teacher salaries and supplies would be supported through tuition, grants, and by agencies and departments that wished to decentralize services.

Goals. One task force member described the process of establishing goals:

> A lot of research, a lot of knocking on doors to try to get people to tell us . . .the direction they wanted Community Education to take, occurred before this report was published. And even though it is a realistic reflection of what the communities wanted, I thought that some members of the school board and the school district administration did not think . . .that this (the documented-need statement) was a true picture . . .. It was difficult to get an accurate reading of who supported Community Education and who did not within the power circles. (Ruiz, 1978)

After the long, arduous data gathering process, the six goals recommended for the Community Education program were:

1. To provide a means whereby the educational, vocational avocational, recreational, social, cultural, and service needs of neighborhood families and residents of all ages may be met on a year-round basis. (The Austin Tomorrow Goals had stated, "Greater use of facilities such as public schools should be made to deliver services and programs to the neighborhoods." (Austin Tomorrow Goals, City of Austin, 1975, p. 17), and

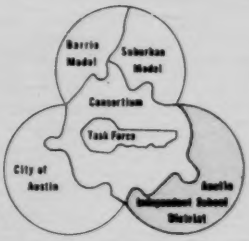
2. To provide a focal point and facility for neighborhood people to come together on a voluntary basis to address themselves to meeting unmet community-defined needs through a sharing of one another's talents, skills, and resources, through leadership development and community problem solving. (The goals report reflected the community sentiment: "The emergence of neighborhood organizations in response to zoning encroachments and other attacks on neighborhood integrity has been giving neighborhoods enhanced political power. This self-representation attempts to correct a long-standing imbalance of power and should be promoted by city government. (Austin Tomorrow Goals, City of Austin, 1975, p. 69).

Administration. The task force recommended that the School District fund central administration costs, including salaries of a project coordinator, an assistant, a research assistant, and a bookkeeper. The task force was explicit that the administration of the program would be based on expressed neighborhood needs. Specifically, the task force expressed the need for a decentralized decision-making structure which would include residents. The report reads:

> . . . the most effective and meaningful way to coordinate Community Education programs at the local neighborhood level is through the creation of an advisory neighborhood Community Education Council . . . which should have a major part in assessing the educational needs of the community, in establishing priorities at the local level, and in offering advice with regard to resources and needs of both the schools and the community. (Austin Community Education, 1975, Task Force Report, p. 30)

A balance was again struck between the authority of the community and the school. The neighborhood councils were to be advisory to the coordinator, but would have specific and significant responsibilities. To maintain the balance, (the Consortium) would provide ". . . the most effective and efficient way for citizens to be involved in providing input to the administration of the Community Education program at the district-wide level." Each center was to be staffed by a full-time professional coordinator, a part-time paraprofessional assistant, a secretary, and a part-time janitor.

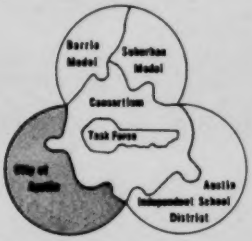
The School District Weighs Alternatives



For the School District administration, entering a joint agreement with the City for delivering a major program required careful consideration. Since the Community Education program began as a School District operation, the first important decision to make as whether or not the program should become a regular part of the School District's operation. If so, the superintendent had to support the idea of incorporating the Community Education program into the School District's local operation budget, rather than funding it externally. Given the extensive benefits derived from Community Education, the District decided affirmatively.

The next step was to consider with the City the possibility of joint operation and the advantages to be derived from such a set up. If the School District and the City jointly operated the Community Education program, duplication of services could be minimized, resulting in cost savings and better program efficiency. But would the City continue to support the program in the long run? Would it trust the School District to administer the program? According to the Superintendent, obvious issues to be considered were: "the agreement of the administration on the program, questions over the level of funding of both the city and the school district, and a determination of how the funding-level decisions would be made each year.
Overall program efficiency and cost effectiveness for the citizens of Austin emerged as the deciding factors for the School District and City to enter into a joint agreement. While the School District administration considered their positions, the offices within City Hall also were echoing with questions about the new proposal.

The City Considers Pros and Cons of City-School District Partnership



In recalling the concerns of the City regarding its participation, the City Manager recollected:

> It is ultimately to the taxpayers' benefit for cities and school districts to work cooperatively. However, this drawback may seem small now, but a serious consideration at the time (1976) was staff time required. Our staff was already working overtime on existing concerns--why add another one? Would Community Education mean the deletion of city staff and resources which would be transferred to Community Education with no hope of refunding those positions? Was the School District trying to get us to pay for education which was not our responsibility? Initially, I did not know if the bottom line advantages to the city would outweigh the costs. At the staff level, there was a fear of loss of control. Would it be a truly cooperative venture, or would the School District run it and take the credit? On a political level, one factor in our city which made a joint program possible was the lack of political patronage system in the hiring of employees. (Dan Davidson, 1980)

According to the Mayor at that time, "It took lots of persuading, including some strong arm-twisting to get what we needed but I had the votes." (Friedman, 1979)

Program Expansion: The Site Selection Process

The task force developed criteria for selecting community school sites. Interested school communities should make formal application to document

- community needs
- school staff and faculty
- establishment of a steering committee representing major interests in the neighborhood
- need for and willingness to coordinate services
- community support
- resource commitment

Thirty, or approximately one-third of the district's school communities applied for Community Education program designation. In the process of documenting needs, ad hoc steering committees of school officials and citizens surveyed over 2,500 citizens in the 30 neighborhoods. As a direct result of the work of neighborhood steering committees in developing the community school applications, many neighborhoods moved from being collections of unrelated indi-

viduals to becoming defined neighborhoods with names, boundaries, and commonly defined purposes.

> This proposal, the community school application, is a landmark for this area in that it represents the first time the people of Far South Austin have shown so much togetherness, enthusiasm, and willingness to become involved in a common cause. (Burks, 1975, Far South Community School Application)

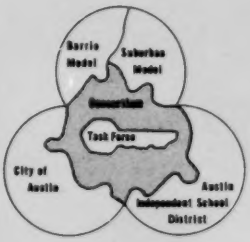
As the interest in neighborhood life began to surge throughout Austin, between 1974 and 1976, the number of neighborhood associations increased by 350 per cent. The Community Education movement both reflected and accelerated that trend.

The City Council and School Board Act

After further City Council and School Board discussions, both governmental bodies unanimously adopted the task force report and individually passed a resolution of joint planning and performance of functions in accord with the Texas Inter-local Cooperation Act Article 4413 (32c) V.A.S.C. Included in the resolution was authorization to fund five additional community school centers.

The Consortium: A Permanent Community Education Task Force

The important role of the task force was transferred to the Consortium, a permanent citizen organization with members appointed by the City Council and School Board. Organizations were selected according to their membership rather than a participating individual, to insure that members of the Consortium made decisions reflecting the broader views of the community.



The City Manager summed up the importance of the Consortium to the Community Education program's operation:

> The Consortium is the most successful essential part of Community Education. It is people from all walks of life coming together to discuss programs and their aspirations for the community. They involve both City and School District staff in a healthy exercise of working together. The leadership of the body indirectly led to dissolving communication barriers between the City and School District. The contributions of the Consortium, in fact, alone make our (the City's) contribution to Community Education worth it. (Dan Davidson, January 1980)

The Superintendent echoed the City Manager's statement of the Consortium's important role:

> The Consortium plays a critical role in the development of operating policy, long-range planning, selection of sites (for Community Education centers) and in specification of the specifics of advisory council participation. (Jack Davidson, January 1980)

The Consortium included representatives of major civic and business leadership groups (identified and appointed by the City Council and School Board), a School Board member, a city council member, a representative of each local advisory council, and one representative of the neighborhood associations. The consortium's duties were to include:

1. Advising the City Council, School Board, and other funding bodies on policy,

2. Advising the City Manager and the school superintendent on administrative matters,

3. Coordinating local community efforts, balancing and coalescing neighborhood interests,

4. Mediating between communities and administrators, or between the City and School District,

5. Monitoring progress and problems, and

6. Reporting to the City Council and the School Board.

The Consortium was and is the driving force to bring together interests of the city, school district and local advisory councils. Informally, members meet with policy makers, canvas opinions, analyze or anticipate concerns and support, poll outside forces
bring together the autonomous institutions and groups.

In spite of the importance of its purpose and activities, success of the Consortium varies somewhat, depending on members' skill in identifying common ground for action. At times the strong potential power of the group is difficult to actualize because of the extreme diversity of membership and because representatives of neighborhood councils have varying abilities to use the city-wide problem resolution structure. Active participation and willingness on the part of the mayor and a member of the School Board to accept input from or negotiate with Consortium members has helped unify the group. Often, the project coordinator must play an active role in establishing commonality between members and stimulating convergence on "live" goals which generate excitement and which the group can accomplish. The health of the Consortium depends on members' ability to retain or gain strong leadership and continuity of their interest. The Consortium's vitality is also a function of its ability to define and resolve significant issues.

Summary

The Community Education program, conceived by a grass roots organization in a barrio, expanded effectively to the suburbs. Then, a highly influential task force, using a successful working and negotiating pattern, developed a new model, which propelled the fledgling program into a large-scale city-wide operation guided by a city-citizen-school district Consortium. The next possible question may be, "What is the bottom line result of these extensive efforts?"

SECTION III

COMMUNITY EDUCATION PROGRAM AND COUNCILS: A DESCRIPTION

As a result of the combined resources of the city and school district, there was a dramatic increase in 1975 in the number of people able to participate in neighborhood learning experiences. (See table on p. 56)

Program: Growth, Type and Integration with City and School District

Neighborhood councils working with the community school staff developed a kaleidiescope of programs, focusing the unique resources of each neighborhood on the local needs. Each community school developed an individual style and image in its neighborhood. Each program reflected the life problems which community members were experiencing, including job training, child care, meaningful use of leisure time, support groups, truancy, prevention programs, transportation planning or crime prevention. (Appendix G, p.83 contains details of courses and activities of a typical year.)

In 1980 services were offered on a full-time basis at two junior highs and seven elementary schools, and on a half-time basis at five elementary schools. By extending its hours of service, each public school designated as a community school became a neighborhood community center. Other satellite facilities which were used as needed included neighborhood recreation centers, churches, public housing facilities, businesses and private homes.

Each community school is staffed with a professional community educator, a paraprofessional (usually a neighborhood resident) and a secretary. It operates from two in the afternoon to ten at night. Programs are provided by 55 community agencies. The Community Education program is a direct program provider only when it would greatly reduce cost to participants or when community agencies are temporarily unable to meet the need. In addition, city departments use community schools for such decentralized services as police

community relations programs, preventative health clinics, recreation programs, and neighborhood input into city planning. Community Education program and city recreation staff meet regularly to structure activities for each session.

Integration: Community Education/K-12

Integration of and mutual reinforcement between the traditional K-12 required instructional program and Community Education program services is a major goal of the Austin program. The 13 Community Education program sites were selected, in part, on the basis of each school's documented need for services in support of its instructional objectives. This need has been partially satisfied through remedial and enrichment programs in the arts, languages, math and science as well as pre school preparatory programs. After-school and summer programs, which are not required or funded through Title I, are operated by the community school.

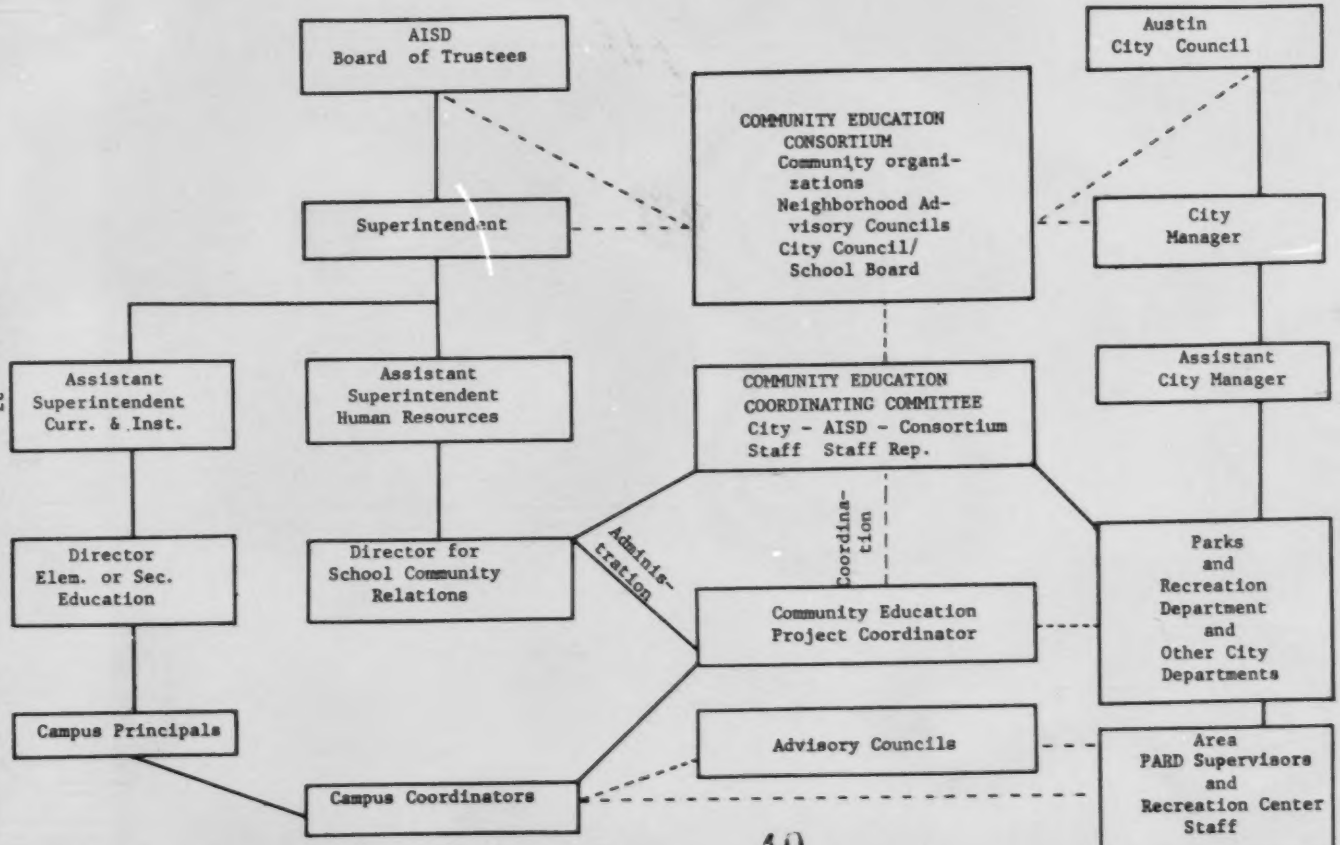
Regularly scheduled meetings between community school principals and campus coordinators occur for the purpose of increasing the integration of the two community school program components. The principal and a faculty representative also serve as members of the Community School Advisory Council. Quarterly in-service training workshops for community school principals and campus coordinators are held where the two meet together to discuss the Community Education program and its impact on both the regular instructional program and the community as a whole.

In an effort to achieve further integration within the school district, the Community Education administrative structure was recently modified from a separate structure parallel to the K-12 required program to one which fits into the regular school accountability structure. Under this structure the campus coordinator is evaluated by the principal and project coordinator. Currently appropriate communication channels between the two divisions are in place. (Please refer to the chart on the following page.)

At the local campus level where strong principal leadership is present and supportive, significant integration of required and optional programs takes place. However, the desired level of integration has not been realized, a level where Community Education implies a district-wide commitment to community involvement in education, rather than to traditional K-12 schooling alone. Evidence is still lacking, both within the School District and between the School District and City, of joint decision making for community benefit.

Interestingly, the problem is somewhat more intense at the city-wide level, and more often manageable at the local neighborhood level. Several factors may account for the reduced conflict on the local level: 1) more similar information sources, 2) the same constituency, and 3) mutual dependence on scarce resources. Factors that may account for increased conflict at the city level include: 1) assumed predictability of environment, 2) standardization of program and processes, 3) more and different information sources, and 4) lack of clear constituency to provide ongoing evaluation of effectiveness. At the city-wide level, these differences often are resolved through power strategy, while at the local level conflicts can often be resolved by developing

AUSTIN COMMUNITY EDUCATION
ORGANIZATIONAL CHART



joint decision-making structures and by increasing dissemination of information.

Process: The Neighborhood Council

As described earlier, a local neighborhood council gave birth to the Community Education concept in Austin, and the local advisory council has remained the cornerstone of the community schools. While programs are available to any city resident, the activities are designed to meet specific needs of one neighborhood (usually an elementary school area, or roughly 10,000 people). The council is representative of that geographic community. While the council's role is advisory in nature, its input to the campus coordinator and principal is given considerable weight in decision making. The local council is the interface between the community and the school, and its success is directly proportional to the quality of the two-way communication it is able to maintain and the degree to which its input is utilized in decision making.

While the specifics of council functions have changed in time, council bylaws generally have outlined these areas of responsibility:

1. Communication among the community, the school, and community resources

   a. Within the neighborhood--via block clubs, newsletters, block captains, telephone trees

   b. Within the school--teachers, students, administrators (via representation on the council from)

   c. With the community agencies--via ex-officio staff members on the council

   d. With the school administration--via representation on the council

   e. With the school board, city council--via representation on the council and the consortium

2. School-Community Problem Solving

   a. Needs assessment
   b. Prioritizing needs
   c. Problem analysis
   d. Resource analysis
   e. Capacity analysis (Does the group have the time, interest, authority, and resources to impact the problems? Are long- and short-term goals of the group balanced?)
   f. Development of a plan of action (Community Education program and activities, referral, organization, etc.)
   g. Evaluation

3. Development and Coordination of Resources for Programs for Adults and Youth

   a. Educational
   b. Recreational
   c. Cultural
   d. Social

4. Training in Leadership

   a. Leadership and group skill training for council membership
   b. Leadership training for community members

5. Membership (15-20 members)

   a. Representative of neighborhood demography and geography (leaders identified in the survey process)
   b. Representatives of community resources
   c. Representatives of existing groups, within the neighborhood
   d. School principal (ex-officio member)
   e. Coordinator (ex-officio member)
   f. Staggered rotation procedures and member removal procedures.

While the council must have the flexibility to respond to crisis issues within the community, it must also have the stability to provide input to and monitor the ongoing Community Education programs. Its continuing purpose must be the maintenance and improvement of the Community Education program in co-operation with the program's staff members.

The council is like a tree with multiple lateral roots. Only a small nucleus of community members are involved in on-going planning. Yet talents of a large number of nonmember community residents are tapped for short-term task groups addressing various needs. For example, one active council formed task groups on cultural arts, youth, community cohesiveness, and senior citizens. Within six months, approximately 16 council members involved 55 citizens in planning a variety of activities, including a summer youth employment program for developing gardens for neighborhood seniors, a community youth theater group, and a community fair emphasizing the community's rich neighborhood heritage and providing a forum for the sale of neighborhood art. These activities ultimately involved more than 3,500 neighborhood residents.

Advisory councils have significantly strengthened their capacity for neighborhood development and problem solving through the Charles Stewart Mott Foundation's Stimulating the Neighborhood Action Process (SNAP) program. Despite some inevitable conflict, the local councils and Community Education programs have made important contributions toward giving citizens more control over both their personal futures and that of their community.

SECTION IV

ADMINISTRATIVE ISSUES

"All great changes are irksome to the human mind, especially those which are attended with great dangers and uncertain effects."-- John Adams, 1776

For City Government

While not a "great danger," Community Education did pose changes for the city, changes with "uncertain effects," which would temporarily unbalance the intricate equilibrium between city departments, the community, and school. As with any new kid on the block, Community Education got its lumps, some probably deserved. These reduced the naivete of many in regard to simplistic solutions and the harmony of relationships in "cooperative" ventures. Several issues listed below were not insurmountable, but required substantial planning, communication, and understanding on the part of all involved.

Citizen Involvement

Community Education's administrative style of decentralized, citizen involvement was somewhat distruptive to the functional organization of each bureaucracy and consequently impeded the development of some professional relationships during their intial development. While strong citizen involvement had begun for the city with the incorporation of an OEO Poverty Program into city government during the early 1970's, the practice of citizen involvement had traditionally followed federally mandated guidelines and was targeted to low-income communities. Community Education's school'based city-wide structure, with neighborhood-based citizen planning, may have seemed an enigma. Initially, some city staff members viewed citizen involvement as a constituency-building gimmick which undercut their role as professionals. The greater the sense of "professionalism" within a department, the more counter-productive citizen involvement seemed. Generally, professional training and/or experience

in working with citizens was minimal. Also, because citizen communication did not always follow bureaucratic channels, citizens involvement sometimes was viewed as "an uncontrolled variable" which needed to be minimized. To their credit, however, many city departments and administrators, especially within PARD, actively engaged themselves in the citizen-involvement process of this type of planning in: 1) more precise targeting of their services to client's needs, thereby increasing program participation and support; 2) pooling of many agency resources when there were only limited services to meet the needs; 3) better ability to anticipate changes in client groups and policy makers; and 4) providing a forum for floating trail balloons regarding possible new departmental directions, or obtaining feedback for improving service delivery. Advisory councils provided agencies with a common information source concerning real and immediate needs, and this relationship resulted in an appreciative audience where cooperative efforts could meet identified needs. This further enabled respective agency staffs to work interdependently, thus demonstrating to upper-level management that joint actions could improve program and/or service effectiveness.

Decentralized Administration

At the same time, the Community Education staff used a decentralized decision-making pattern for most program decisions; program planning, was conducted on the campus level in response to neighborhood-determined needs, with centralized planning of programs occurring only when two or more campuses expressed similar needs. Thus many decisions which were typically the domain of top administrators were now being made by mid-level professionals and residents. For most city staff, decentralization, while not as efficient in long-range city-wide planning or as easily administered, often reduced the complexity of cooperative efforts since common information sources made problem resolution feasible.

Expansion of Demand for Services

Another concern regarding decentralization and citizen needs assessment was that expectations for services would expand demand beyond an agency's ability to deliver. Indeed, that was a problem in the beginning. For example, office skills, the number one need expressed at Becker, attracted 20 people for typing the first night of classes, to a school without typewriters. Each person was interviewed and referred to an appropriate preparatory or office skills program. The Neighborhood Council began work immediately and within one year, secured 20 electric typewriters. Generally, because a forum for dialogue existed, more citizens were understanding of agency inability to immediately meet needs and appreciative of any interest shown them. Sometimes citizens even contributed the use of personal equipment or material resources to make programs possible.

Territorial Issues

The potential destructiveness of territorial problems related to the new Community Education program was anticipated early and minimized by the development of clear-cut roles. As described earlier, Community Education's initial position of selecting functions not currently being performed enabled it to

escape the full brunt of territorial warfare. Since most city departments had an educational function, Community Education provided assistance to city departments, upon request, by helping them relate various technical information to unique learner needs, audiences, and classroom space. In this manner, Community Education assisted city departments in formalizing their educational function.

Citizen involvement in Community Education further reduced bureaucratic territorial problems. Both elected officials and citizens had a low tolerance for territorial disputes between agencies. As the mayor described the process, "We had to do a lot of head knocking in the beginning." (Friedman, 1978). In addition, some crises may have been unintentionally averted because the School District, as a direct program competitor, may have appeared formidable because of its ready access to both citizens and resources.

The concept of cooperative relationships, however, was not uniformly adopted. For some city staff members, the notion of cooperation may have run counter to their direction or administrative style. For example, in an early meeting held to develop cooperative activities and resolve differences, there was a move to charge the cost of all city services offered through Community Education facilities against the city portion of the Community Education budget rather than that of the department delivering the service. This would have resulted in a significant increase in the size of Community Education's budget. This conflict escalated to a point where city staff urged elimination of the Community Education program, but the City Council continued its strong support and the program was subsequently funded.

The most effective Community Education strategy for resolving repeated territorial conflicts proved to be fostering positive relations rather than investing energy in resistive ones. In this case, Community Education concentrated on working with the Parks and Recreation Department. Top leadership from PARD had been instrumental in assisting the program from its inception at Becker by serving on the Neighborhood Council. When funds were not available, PARD leadership loaned staff or equipment to assist the emerging program. Later CETA staff provided through PARD were assigned to the community schools to provide recreational programming. Through the involvement of approximately 60 staff members, Community Education and PARD forged a working document involving all staff responsibilities for implementation of cooperative projects. The result was a six-page, single-spaced document detailing timing and purpose of coordination at each organizational level, lines of responsibility for conflict resolution, equipment purchase and maintenance, publicity, record-keeping, and accounting. At first, the idea of 60 people developing an administrative document appeared to be a nightmare, but the process proved to be very important to the final product.

As a result, information about potential problems was exchanged, an appreciation of differences in perspective was developed, and a consensus was achieved. A color-coded annual joint calendar of program sessions, planning cycles, and deadlines for joint publicity reduced the complexity of working together. These documents provided a written structure for dealing with the many daily operational issues that had developed during the past four years. The record keeping procedures designed to give participant credit to the appropriate agency, however, were complex and later had to be modified. Later this working document with PARD was modified to apply to all city departments. (See Appendix C.)

Because the openness and extent of communication often violated the bureaucratic principle of witholding strategic information, the staff at times expressed concern that forces within either the City or School District would separate the delicatly woven web of relationships. This, they feared, would place the two organizations into competitive positions in which each would be highly vulnerable to the other. Yet, key attitudinal characteristics in both enabled the relationship to survive the inevitable misunderstandings, errors of judgement, and fragmenting external forces. As with all lasting relationships, this one was founded in friendship and extended trust--trust of the other's primary concern for working together to more effectively serve the community, and trust in the other's commitment to effective delivery.

For the School District

Within the School District, as with the City, a necessary adjustment period occurred before Community Education could become an integral function.

Decentralization and Citizen Involvement

For the school district, decentralization was not an issue, since many school district decisions are left to the discretion of the building principal. At the policy level, Community Education was backed by a strong, supportive school board president who clearly saw the benefits of Community Education; at the administrative level, Community Education was supported by the superintendent, who was familiar with the positive aspects of the Flint, Michigan model. The superintendent felt that citizen groups were already involved and influencing district policy, and that those working with Community Education were likely to be better informed and generally more supportive. Also familiar with citizen movements in other parts of the country to "take over the school," the superintendent was concerned that the citizens viewed themselves as "advisories" and concerned themselves primarily with the programmatic aspects of the community schools. This was the prime importance since Community Education was the only large scale citizen involvement program in the schools which dealt with community and school relations.

In general, school officials, like city administrators, lacked the education or experience to work directly with citizens. A key issue, then, was the selection of community school sites where principals would be supportive of citizen involvement. Several characteristics were identified as important: 1) the desired role of an educational leader rather than a school building supervisor; 2) concern for the whole child, including his family and his neighborhood, rather than concern for the child's acquisition of cognitive skills, and 3) professional security. If these characteristics were present, the principal would be likely to adopt the philosophy and practices given through Community Education training. Considering its significance and potential for improving school-community relations and solving problems, the Community Education program should have developed a mechanism for structured dialogue among School Board members, top administrators and Community Education advisory councils.

Coordination

Coordination within the school district required constant attention. Within the district, the position of deputy superintendent bridged the gap between the various departments, and when this position became vacant, coordination only seemed possible on the campus level. These coordination problems were minimized by increasing the role of the principals to include evaluating coordinators and developing detailed written procedures for the campuses. In retrospect, if these written procedures had been approved by the School Board at the outset, it would have made daily operation of Community Education smoother. In spite of some inevitable concerns, Community Education, however, established a permanent place within the school district structure and developed a cooperative internal working relationship with most of the major departments. With internal issues resolved, the District could now concentrate on strengthening its relationship with the City.

SECTION V

TOWARD A NEW JOINT RESOLUTION

"Every good idea goes through three stages--opposition, riducule, and any damn fool knows it is a good idea." - Author Unknown

Ultimately, arriving at the third "good idea" stage became possible by structuring a system for joint problem resolution. The Consortium provided a link between citizens and their elected officials, with administrators in a supportive role. Firmly establishing this planning system as a cornerstone was essential not only for philosophical reasons but also for program survival.

City-School District Resolution Revision

At this point, Community Education needed a sense of permanence. The tenuous annual funding arrangement was demoralizing to staff and community, and as tension mounted between conflicting demands, the Consortium briefly considered terminating the City-School District operation. A Consortium report reflects:

> The difficulties which have occurred during the last year have raised the question of whether the benefits derived from continued city participation in Community Education outweighs the associated problems. The financial implications of city withdrawal from Community Education are readily apparent. The continuation of the current level of operations, as well as future expansion, would be totally dependent upon the District's ability and desire to underwrite the total operational cost of Community Education. Moreover, if Community Education were supported by the Austin Independent School District alone, it is possible that the emphasis of the program could shift, over time, from the quality of community life for people of all

ages to more traditional forms of public education. (Community Education Files, 1978)

Because of the Consortium's concern, City Council and School Board members, at a joint meeting, instructed City and School District staff to negotiate differences with the Consortium and return a recommendation in 60 days. Again, the conflict resolution procedures used by the Task Force earlier were brought into play: mandate and deadline, maximum exchange of information, development of an idealized design, search for and selection of a preferred solution, and establishing a system to keep problems solved. A mediation team was established: two representatives from each party--the Consortium, the City staff and the School District staff. The team met weekly, and finally nightly, to reach a solution. Through the exchange of information, it was determined that: 1) the City needed greater input into program administration and long-range planning if it was to use Community Education facilities instead of constructing its own; 2) the onsortium members wanted the citizen's role as long-range policy advisors to the superintendent, the School Board, the City Manager and the City Council clearly established; and 3) the School District wanted a more permanent resolution and clear administrative authority.

Three months of negotiation culminated in the Joint Resolution of 1978, which was presented by the negotiation team and received the unanimous approval of both City Council and School Board. Key features of the new document (a complete copy of the resolution is available in Appendix A) included:

1. A new three-member Coordinating Committee, composed of two City-School District staff members and the Consortium president, was to meet regularly and advise the project coordinator on administrative matters.

2. The School District and the City each were to involve the other in their respective long-range land acquisition, development processes, and joint planning, in order to prevent further duplication of facilities and services. To facilitate this process, each agency was expected to recognize and utilize the efforts of the other in its own long-range planning process.

3. The City and School District were to equally fund the basic costs of Community Education administration and facilities. (Previously, the School District had funded all central administrative costs.)

4. A Community Education contract was negotiated, the terms of which would be reviewed every three years, with appropriations made annually by the City Council and School Board. Along with this joint policy resolution, two other detailed, administrative documents were adopted for coordinating and planning. These documents outlined procedures for development of a five-year plan for Community Education so that Community Education facilities could be included in Capitol Improvements Plan, the City's five year planning document for major expenditures.

With the City Council and School Board adoption of the joint policy resolution, Community Education became an institutionalized City and School District function, sanctioned by the City Council and Board of Trustees. The resolution established procedures designed to facilitate development of a long-range plan by the Consortium and to provide a mechanism for resolving differences between City and School District administrators. The agreement was entered into at a time when the relative commitments of the City, the School District and the Citizens were balanced. It was now incumbent upon the central Community Education staff to develop its administrative capacity for effective management of the joint resolution.

External Support For The Resolution

While the primary interaction in Community Education was among Austin citizens, and the City and School District governing structures, external support for the project was an important factor in the project's ultimate success.

A recent study of elementary and secondary education programs supported by the U. S. Office of Education indicated that despite well-documented benefits, less than four per cent of such projects are maintained for more than two years beyond final federal funding. This trend illustrates how difficult it is to develop lasting change.

Austin's efforts to be innovative in meeting its needs enabled it to secure outside assistance from a variety of sources. After the first two years, external support, despite its importance, was viewed as temporary and, therefore, not to be used for core services, but rather for capacity development within those services. From 1976 to 1980, U.S.O.E. funding under the Community Education Act, in conjunction with technical assistance from the Center for Community Education, enabled the program to train staff, and to develop internal and external communication systems, planning methods and accountability technology.

Staff Development

Between October 1975 and July 1976, staff increased more than 400 per cent. Initiating a program in five new centers which encompassed 11 diverse communities, as well as implementing a joint City-School District relationship with new employees was a real challenge for the four-member professional staff. In that same year, the Consortium and five new advisory councils were formed, a process involving the recruitment, selection and training of 150 citizens. In addition to new staff, schools, and councils, 9,786 people enrolled in a total of 626 classes, and 12,094 individuals participated in activities which did not require formal enrollment.

The staff, whose ages ranged from 23 to 55, had the desire to meet the challenge, but, as professional educators, lacked experience in working with the community, administering interagency agreements, and managing community schools. Each staff member had been carefully selected by individual personnel committees which included local advisory council members, campus principals, City staff, and School District personnel. All staff were former teachers (a

requirement designed to facilitate inclusion as members of the school staff) who had demonstrated administrative potential and extensive civic leadership. A staff development person whose position was funded by the U.S.O.E. under the Community Education Act, coordinated the new staff's much-needed training. The Center for Community Education at Texas A & M University supplied professional Community Education courses and vital technical assistance for both the district coordinator and the campus staff.

The Texas Community Education Association, formed shortly after the Austin program began, sponsored annual conferences which offered additional opportunity for staff training and professional association. The Texas Education Agency, through adult education pilot project funding, provided $4,000 toward each new campus coordinator's salary. Thus, a network of external support encouraged the Community Education staff's growth and development.

Communication

Everyone seemed to want and need more communication! Internal communication had to be maintained among the 45-member Community Education staff, the 25-member Consortium, 11 building principals, seven neighborhood advisory councils, the school district central office, the School Board and the City Council. External communication targets included the Texas Education Agency, U. S. Office of Education, and Texas and National Community Education Associations, as well as seven school departments, seven city departments, and 210 social service or combined civic organizations which were capable of providing programs in the community schools. In addition, the combined staff of the City and School District was approximately 14,000 people, potential adherents of Community Education; an open channel of communication with these consumers was vital. A communication specialist, hired under a U.S.O.E. grant, provided the critical links.

Planning and Evaluation

Through similar funding, a Community Education planner performed essential organizational tasks, including: 1) establishing base line data to determine if and how Community Education made a difference in Austin's communities; 2) creating a demographic profile of each community which, combined with a neighborhood needs assessments, was used as criteria to evaluate program effectiveness; 3) developing external resources for areas of unmet needs; and 4) monitoring programs and process results for evaluation, modification and accountability to the community and funding sources. (See Appendix F for one of the summary charts of the Community Profile prepared by the planner.)

Mott Support for Council Development

The Charles Stewart Mott Foundation granted funding for the Stimulating the Neighborhood Action Process (SNAP) project in Austin. By providing monetary incentives which required matching neighborhood funds, the five-year Mott grant encouraged councils to address significant quality-of-life issues within their communities. The resulting process of neighborhood problem solving has increased the leadership skill of council members in developing internal unity, negotiating with bureaucracies, and effecting coalition within the neighborhood. Integrating the Mott Foundation requirements with School

District fiscal and administrative policy proved challenging and sometimes frustrating. In future citizen-involvement activities, an initial in-service program in grant administration and citizen participation management for non-Community Education school district officials might strengthen the district's ability to manage this type of involvement more effectively.

Project Recognition

In 1976, the National Community Education Association recognized Austin's outstanding City-School District cooperative efforts. After many excited phone calls among community leaders, the Mayor flew to Miami to receive the award, followed by a local ceremony involving the City Council and School Board. Likewise, a ceremony involving the local Congressman, the Mayor, and the School Board inaugurated the U.S.O.E. grant. Even though enchangement with formal ceremonies is on the decline locally, public celebration of these project accomplishments was a revitalizing activity, releasing some of the tensions built up in the ongoing negotiation process between the City and School District. National recognition for accomplishment of a difficult task proved important.

SUMMARY

The importance of the local project's ties to external state and national support systems was significant far beyond the financial assistance provided. Outside recognition and support for the community spotlighted the significance of what was happening locally in the light of a larger purpose. A strong new pride emerged in administrators, citizens, and elected officials. Together they had created a forum for citizens and complex institutions to bring diversity into purpose and action. They had expanded participation in the decision-making process, thereby broadening responsibility for the direction of community life. External recognition was celebrated through commemorative ceremonies recognizing a new feeling of esprit de corps, common identity, and unified purpose. Each time, the expression of external support was like a breath of fresh air renewing the group's enthusiasm and vigor, and increasing its persistence and determination. Recognition of Austin's efforts by the state and federal governments, the state and national associations and the Mott Foundation marked a milestone upon which to build the future.

SECTION VI

ASSESSMENT OF THE MODEL

Program Results, Benefits and Possibilities

The Community Education program in Austin has been identified as a significant contributing factor in the accomplishments enumerated below even though many other factors came in to play in achieving these changes.

Budgetary Savings

Intent: To reduce the cost of new public facility construction by coordinated and increased use of existing buildings.

Result: When asked by the city manager for his assessment of the City's participation in Community Education, the former director of parks and recreation responded by a memo in February 1978:

> Every effort must be made through the long-range planning system to discourage duplication of facilities within an area and instead, where possible, join either with the Austin Independent School District or the City of Austin in providing facilities which can meet all of the needs within a community. It must be kept uppermost in the mind at all times that there is only one taxpayer in the Austin Travis County area, whereas, there is a city, county and school tax system.
>
> It is the opinion of the Parks and Recreation Department staff that through the utilization of Community Education facilities that the necessity for constructing major recreation centers in the future can be greatly reduced. It is

> proposed that by using existing school facilities or joining the Austin Independent School District in future plans for inclusion of recreational facilities within future school activities, that most facilities for the delivery of services can be met. However, it is anticipated that athletic facilities will be required which can be jointly used by the City of Austin Parks and Recreation Department and the Austin Independent School District, such as field houses, covered swimming pools, ball fields, tennis centers, etc. (Robinson, 1978)

Or as recently expressed by the city manager:

> Community Education means fuller use of public facilities. One of the biggest waste of taxpayers' money is under utilization of public buildings. If I understood the bottom line advantages of the city initially, I would have been more supportive of Community Education in the beginning. (Dan Davidson, January 1980)

Neighborhood-Based Services

Intent: To develop the capacity to provide community centers throughout a large metropolitan area (237 square miles) as focal points for education, job training, health, social services, recreation, cultural activities, community problem solving, and neighborhood stabilization.

Result: Provision of a comprehensive range of services and activities to approximately one-third of the Austin population in professionally staffed centers throughout the city. A long-range city-wide service plan has not yet been developed, but the viability of the model for diverse communities has been amply demonstrated.

Neighborhood Problem-Solving Increased

Intent: To build a neighborhood's sense of community and its capacity to identify and resolve problems impacting the community.

Result: Vandalism rates were greatly reduced in 80 per cent of the schools initiating the Community Education approach. At one school, vandalism dropped by over 300 per cent in three years. Delinquency rates in one neighborhood, as measured by juvenile arrests, dropped over a five-year period. At a local elementary school, truancy was reduced by 30 per cent among students with low attendance records; this rate reverted somewhat when the advisory council temporarily discontinued its efforts due to lack of funding. Frequently, real estate information designed to sell residential property now specifies when a neighborhood has a Community Education center, reflecting the increased desirability of community school neighborhoods. In the eight neighborhoods, community school advisory councils have initiated programs to address local problems such as the following:

1. Crime--developing neighborhood-watch programs on a block-by-block basis;

2. Health--emergency medical training for block captains, health fairs, community dinners;

3. Underemployment--employment of approximately 950 neighborhood residents who share their skills through Community Education;

4. Neighborhood talent-bank directory--published by neighborhood residents to increase local employment;

5. Urban isolation and alienation--neighborhood communication through newsletters, neighborhood fairs, oral history projects, development of a community orchestra and community opera company;

6. Racial tension--block parties, community tri-ethnic festivals, desegregation forums; and

7. Alienation from schools and city--supportive projects such as playground development, community rewards for achievement in basic skills, community contribution of 13,550 new books to the schools and improved neighborhood communication.

Neighborhood Planning and Coordinated Service Delivery System

Intent: To maximize coordinated delivery of services to meet expressed resident needs. In this regard, the role of the Community Education program would be to facilitate services by providing facilities, neighborhood need assessment, on-site supervision of agency staff, and participant evaluation. The Community Education program would be a provider of services only as a last resort or when it is necessary to demonstrate feasibility to an agency. Each cooperating agency would be expected to develop a plan for meeting needs of low-income residents, as well as upper - and middle-income residents; (equal access to the Community Education program opportunities would be available city-wide.)

Result: Cooperative agreements have been developed with 200 agencies for provision of services to all segments of the community, in accord with each community advisory committee's assessed needs of its neighborhood. The network of cooperative alignments between agencies has increased community agency ability to respond to community problems with concerted action. New resources have been mobilized through matching volunteer services with needs; as the community has contributed to "their" programs, consumer evaluation of services has indicated increased responsiveness.

City-Wide Coordinated Planning by City, School District and Neighborhoods

Intent: To develop a city-wide citizen's planning and problem-solving forum that would link neighborhoods, resolve differences, and plan new

cooperative efforts between citizens, the School District and the City.

Result: A Community Education Consortium (with membership including the mayor, a school board member, representatives of business, industry, labor, civic clubs, and each neighborhood advisory council) meets regularly to solve community problems and plan overall direction for Community Education. The role of the Consortium needs further specification to enable it to address and develop concerted action among citizens, the City and the School District on problems of mutual interest which are beyond the Community Education program. Consortium membership represents diversity of perspective in terms of neighborhood or city-wide orientation, socio economic status, ethnicity, and membership affiliation with other groups. This diversity consistently challenges group cohesion and unity of purpose. At times, the Consortium has difficulty establishing a vector for action within the broad range of interests expressed by membership. For maximum effectiveness, the Consortium's functional relationships to city and school governance should be well defined. Internally, group process must be developed to locate those vectors for common action within the broad range of interests represented.

Support and Effective Functioning for School and City

Intent: To make official the community functions of the School District and the educational functions of the City.

Result: According to the superintendent:

> Community Education provided much closer contact between the School District and its citizens, and generally citizens who participate feel more supportive of the School District than they were previously. Vandalism has been reduced by as much as 300 per cent in schools addressing community problems (through Community Education) such as delinquency, drugs, etc. School attendance has increased where a concerted community effort has been mounted. Recent research indicates a positive relationship between minority student achievement and their parents' participation in the educational program. (Davidson, 1980)

For the model to reach its potential, however, the Community Education functions of the School District need to be upgraded within the school bureaucracy. To maximize its effectiveness within the existing structure, Community Education should operate under the supervision of an "Assistant to the Superintendent for Community Relations."

The realignment of priorities in several areas of local government demonstrates an increased awareness on the part of the City of its own educational functions. According to the director of Parks and Recreation, the City is no longer planning recreational programs and maintaining parks, it is now in the social service and land-use-planning business (Ehrler, 1980). Similarly, the police and health departments are devoting a larger portion of their budgets to education aimed at crime prevention and public health. Community Education did not create this shifting emphasis, but rather supported it and increased

the capacity to reach diverse segments of the community. In this respect, Community Education's official functions within City decision-making and service delivery should be addressed in a city ordinance.

The tables on pages 55 and 56 provide a graphic overview of the cost/benefit ratio produced by the investment of tax dollars in Austin's Community Education program during 1978-79, and the dramatic increase in participation levels which followed the joint funding resolution by the City of Austin and the Austin Independent School District.

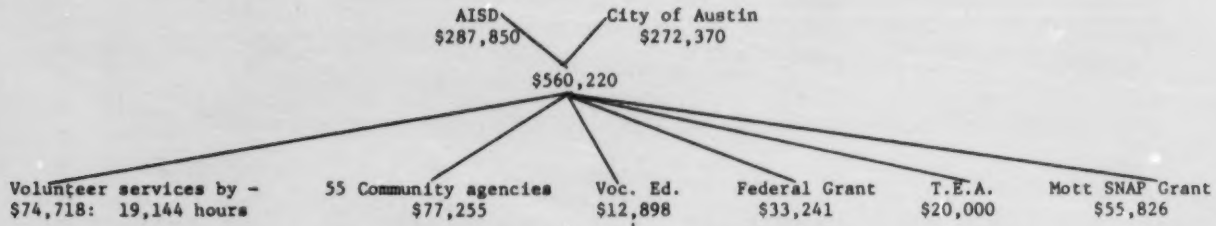
Opportunities for Personal Development

Intent: To provide citizens more control over their lives by building a network of support within the community and creating a center with resources to help individuals and families determine and achieve goals for a better life.

Result: Hundreds of personal stories about how Community Education "helped me and my family" develop ties to the community--both giving and receiving from it--are recounted daily. A sample of the characters: George Jones, a gifted 13-year old dropout, reentered school after becoming interested in a computer class. Mary Alvarez, a former welfare recipient and second-grade dropout, became a cake-decorating teacher and was able to support her family without welfare assistance. Ed Arnson, a 75-year old ex-rodeo rider, realized his lifetime dream by completing his GED. Sally Nelson, whose family has moved too often for her to make friends, has found a community where everyone is her family. Raphael Weiner, a 70-year old "always-about-to-retire businessman," now is a disco dancer. A mother, who was finding it necessary to spank her five-year old 20 to 30 times a day, learned more effective controls in a parent education class.

A Community Education Consortium member says, "I consider Community Education a way of life for me. It has given me new friends, new interests, and new skills, It has given me a place to talk about problems in a community and how to act with other people to solve these problems." A Cook Community School advisory council member says, "The exciting thing for me, besides my own personal growth from becoming more involved in the community, was that I got to know more people and work with the advisory council. We began to accomplish things and, personally, that is awfully good for my morale and ego to know that you are working to accomplish something good for people in your neighborhood." An AISD board member says, "Here in Austin there is a great deal of mobility, and the community schools help bring neighbors together to feel a part of their community." A community school participant says, "Whereas before I had my nights to go out or do whatever I wanted to do, now, instead of doing it by myself, I'm more with my wife and family. We do things together so in a way it's made our family more of a unit.

COMMUNITY EDUCATION INVESTMENT
1978 - 79 produced:



PROGRAMS & ACTIVITIES

15,359 Registrations
1,225 Courses
117 Consortium and Advisory Council meetings
780 Civic Organizational meetings
3,882 Activities involving
107,693 Participants

NEIGHBORHOOD COUNCIL IMPROVEMENT PROJECTS included:

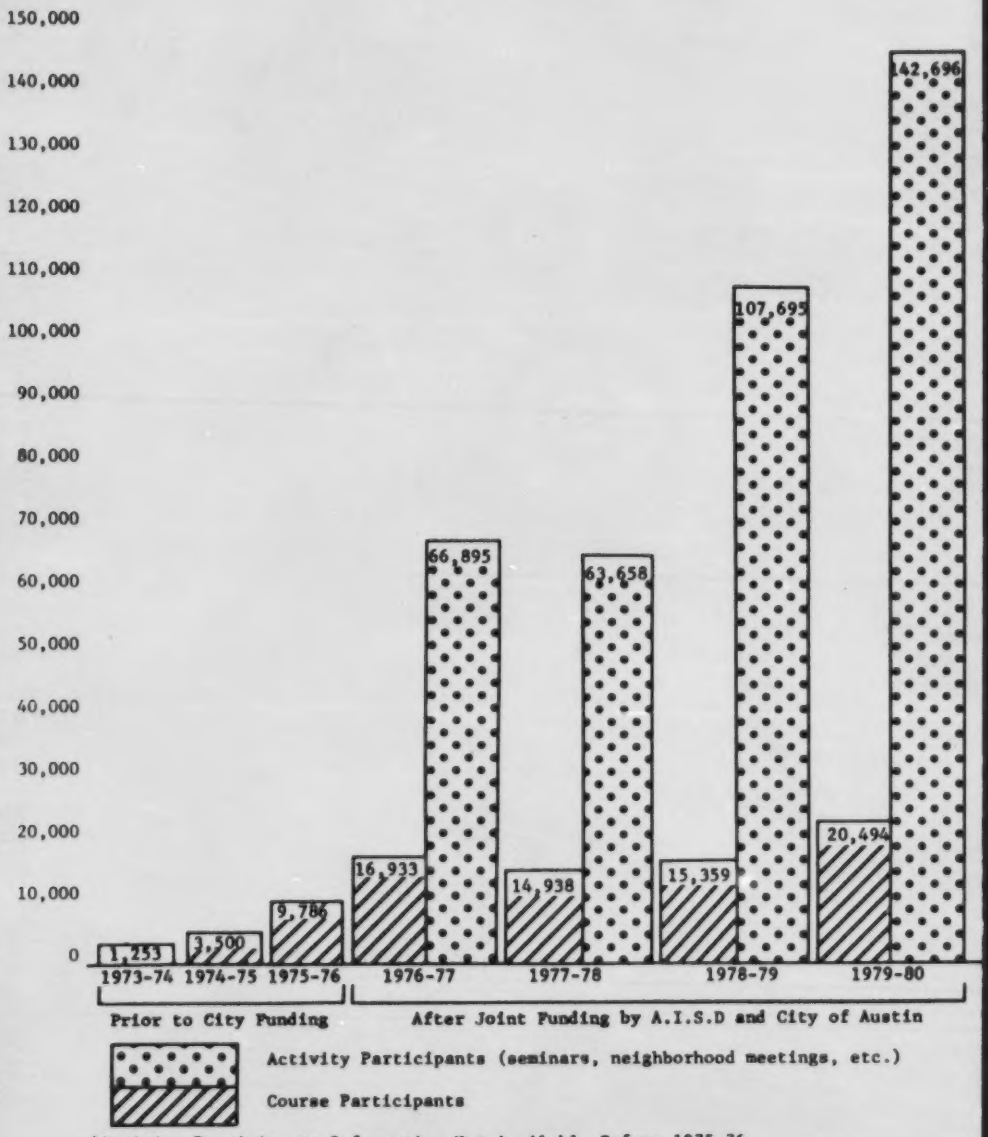
51 Neighborhood organizations and associations were involved in 17 projects sponsored by six community school councils.
271 Volunteers were recruited by the councils to assist in implementing projects.
7,000 Persons attended activities sponsored by seven advisory councils.
2,710 Elementary school children at seven campuses received.
13,550 Books from project "Reading Is Fundamental" organized by seven advisory councils.

IMPROVEMENTS IN THE RELATIONSHIP OF THE SCHOOL AND COMMUNITY

The majority of Austin citizens feel that the Community Schools have helped promote a sense of community within the neighborhoods.
85 percent of Austin citizens agree with the concept that the general public should use schools. *
260 courses and 2,377 activities were sponsored by or cooperatively provided with other organizations or businesses.

A 1978 Community Education Field Survey, Texas Education Agency

AUSTIN COMMUNITY EDUCATION
COURSE REGISTRANTS
AND
ACTIVITY PARTICIPANTS



*Activity Participants Information Not Available Before 1975-76.

Future Directions

What will be the future direction of Austin? Often when a new organization's programs become established, they lose the element that brought them success--responsiveness to changing needs. Will Community Education in Austin continue to center itself in the dynamic but turbulent process of community change, or will it become confined by programmatic boundaries?

Since the Community Education program works through balancing the interests of citizens, the School District, and the City, it is likely that developing tensions will have to be negotiated from time to time, thereby restructuring Community Education to maintain the balance. The tension will these sources:

- Pressure for the School District to narrow its definition of education to "schooling," thus potentially rendering Community Education an unnecessary frill;
- Pressure for the City to underutilize Community Education facilities and then develop and build its own parallel structures;
- Pressure from citizens, in their fervor to address real and important community issues, to polarize issues;
- Pressure from City and School District administrators to give up the more difficult task of joint planning with citizens.

Will there be sufficient leadership and commitment from administrators and citizens to counteract fragmenting pressures and provide insight into broader perspectives? Will honest dialogues about neighborhod concerns occur on a regular basis between the City Council and School Board, or will such discussions become insignificant public relations gimmicks? The answer to these questions will determine future patterns for Community Education in Austin.

The Austin Community Education program is still a developing model, subject to the problems and tensions of a complex urban area. It is, however, a model with components and processes that are relatively clearly defined. It should be a model that other Community Education projects can use in their own development.

Replication - Community Education Program vs Community School

In replicating the model described here, the first issue to be resolved is the basic approach to be taken. To establish a clear contrast, arbitrary distinctions must be drawn between Community Education and community school. The functions, goals, and general operation of a Community Education program dicated in the description of the Austin program a community school. By "community school" we mean a program established by a community agency, physically placed in a local school facility. The following

chart illustrates the differences in emphasis rather than mutually exclusive categories.

AREA	COMMUNITY EDUCATION PROGRAM	COMMUNITY SCHOOL
Goal	To structure a permanent community planning and problem-resolving process between citizens, the schools and local government	To develop educational, recreational, cultural programs for all ages
Program Basis	Based upon resident-expressed need, a planned solution (program or activity) in a problem area	Needs identified by agencies
Council's Function	To increase the capacity of the community to deal with problems it will confront in the future	To increase program participation
Ownership	Is shared--community primarily responsible for policy, needs assessment and evaluation; school and city responsible for administration and finance	Exclusively controlled and administered by the school
Facilities	Public and private as available, appropriate, and accessible	School facilities only
Decision-Making	Decentralized, neighborhood-based; changes demonstrated effectively locally are incorporated into central structure	Centralized; significant issues are the domain of the bureaucrats
Role of Citizens	Principals in a partnership	Recipients of services, advocates of the program
Role of Sponsoring Agency	Facilitator and coordinator of planning and programming process	Director of program with advisory councils attached
Role of Other Agencies	Contractor for service delivery	Competitor in program provision
Communication	Two-way, systematic; occurs at all levels of bureaucracy and within every segment of the community, formal and informal	More effective in disseminating information from the community; more public relating with the public
Methods	Within overall goal, continuous objective-negotiation, conflict-resolution structures	Agency-established goals, objectives, and procedures; conflict supression or withdrawal

AREA	COMMUNITY EDUCATION PROGRAM	COMMUNITY SCHOOL
Relation to Public School Curriculum	Facilitates a curriculum which increases students' abilities to understand and contribute to community life and personal development; provides a framework for communication between community members and the school	Provides additional non-credit program offerings
Relationship to City Departments	Coordinates neighborhood planning with related city departments; plans for joint facility construction and usage	None
Evaluation Criteria	Structure and effectiveness of community joint problem-solving efforts; increased ability of individuals to control their own lives and to positively influence community life	Number of program participants

Steps in Replicating the Process

> The definition of the problem, the introduction of a new idea, imagination and rational discussion focused on community improvement and even the gathering of the facts about the community is not enough to break the traditional barriers of personal prejudice and general apathy, and bring people where they can really possess the treasure of a changed community. People must combine themselves into a new unit in which everyone may join, young and old, the sick, the able in active demonstration of how the (democratic) process may work and work effectively. (Severyn Bruyn, 1963)

The Austin model suggests specific steps which are essential to success, although in other communities the actual order may be different, depending on particular people and events. The steps described in this study, and their approximate time frame (years may be overlapping), are:

1. Organization and development of a neighborhood council, representative of residents and relevant agencies, as an agent for neighborhood planning and action (1968 to 1973).

2. Development of school support and sponsorship for Community Education, (1971 to 1973). Ideally the program would originate as a city/school project.

3. Demonstration of a neighborhood process capable of constructive cooperative planning with the school and development of programs to meet community-expressed needs (1973 to 1975).

4. Demonstration of the model's universality by its application in different types of communities; development of council (6 months), and then the program. Improvement and modification of program and process technologies (1974 to 1975).

5. Appointment by the School Board and City Council of a Citizens Task Force, representative of the total community, to determine the needs for Community Education. If the need is established, selection of an appropriate model for administration and finance, and criteria for site selection (197

6. Adoption of a City Council-School Board Joint Policy Resolution to serve as a complete administrative and financial plan (1975).

7. Selection of Community Education program sites by City Council and School Board, after administrative review according to task force criteria and school/community application (1975).

8. Development in new communities of ad hoc planning committees to conduct neighborhood needs assessments; inclusion of city and school staff in planning with community and response to those needs which currently can be met. After six months or when community and staff are ready, formalization of the ad hoc committee into a representative neighborhood council. After nine months, initiation of programs and activities according to a neighborhood plan for meeting neighborhood-expressed needs (1976).

9. Creation of a city-wide citizens consortium and administrative committee to recommend policy, solve problems, and coordinate neighborhood needs with community resource allocations (1976 to --).

10. Development of a plan for coordinating Community Education with the school K-12 program and with City departments. These efforts should be conducted at the level of assistant city manager, assistant to the superintendent for school community relations (1978).

11. Establishment of a five-year plan for facility usage and construction (Projected).

12. Acquisition of outside support to provide project consultation, finance, and recognition (1973 to --).

The sequence of events which took place in the Austin model serves as example of community change guided by a school district, a city government, and a group of interested citizens. The process suggests the need for addit. al study of the mechanisms for concerted action in regard to increased community diversity. Furthermore, and perhaps most important, research is needed to provide a theoretical base for future development of the model and

performance criteria for evaluating the process.

All-level training is also vital to the success of the model. Obviously, the demands of the Community Education practitioner's role require finely tuned professional skills. He or she must be able to constantly build bridges between the agencies and individuals involved in the program, a skill requiring professional training in utilizing the processes described in this study. Similarly, democratic participation in community and school affairs may be a citizen's right, but effective citizen participation is certainly not an innate talent; an ongoing community training plan is essential. City and school administrators also require specialized training in community-based planning and shared decision-making.

In conclusion, Mayor Carole McClellan's summary of the Community Education process is relevant:

> Most of us are confronted with the problem of not having the resources to meet all the legitimate needs of the communities we represent, and I believe that government at whatever level cannot work alone. The community has to get involved, to seek solutions to its problems jointly.

EPILOGUE

The highly quality of leadership from diverse arenas of action was instrumental in shaping the Austin Community Education model. In the report, the model description emphasizes the issues, organizational influences and processes which realized the idea. However, the program's unique character was also a product of strong, able leadership from City and School District elected officials, City and School District administrators, public-spirited citizens, interested neighborhood residents and a dedicated cadre of Community Education staff.

The elected officials legitimated the concept of Community Education. They brought it through the initial phases of development, conflict and cohesion. Jeff Friedman, Mayor of Austin 1975-1977, grasped the potential significance of Community Education for the city. His determination and persistence moved the idea through the initial conflict stages to program adoption. Similarly, Carole McClellan, as School Board President (1972 - 1977), later as ayor (1977 to the present), and finally as Community Education Consortium member (1978 to present), contributed an unshakable commitment to citizen involvement and Community Education. Her open, accessible style and personal warmth facilitated inter group relations. As one low income Consortium member put it:

> I sat right next to the Mayor at the meeting. Imagine that was me! And I felt comfortable, like I could say what really was happening.

Extending that leadership to the national level, Mayor McClellan is utilized for her expertise in Community Education by the U. S. Office of Education and the U. S. Conference of Mayors. Both Friedman and McClellan had strong City Council and Austin Independent School District Board support for their Community Education activities.

Top administrative leadership laid the foundation for Community Education. School Superintendent Jack Davidson approved the establishment of Community

Education and facilitated its development within the District. He was willing to take the calculated risk of implementing a Community Education program with strong community input. Austin City Manager Dan Davidson, once convinced of the project's merit, fully supported a top quality program and encouraged the participation of relevant city departments. Jack Robinson, a forward looking director of the Austin Parks and Recreation Department, long advocated city-school cooperation and had negotiated a contract for city purchase of school land for park sites as long ago as 1950. Using community benefit, rather than traditional territorial payoffs, as his yardstick, Robinson and his staff became key Community Education supporters within the city administration.

Vance Littleton, former Deputy Superintendent of the Austin Independent School District, gave strong internal support for institutionalizing the program and assisted in the preliminary negotiations with the City. Dr. Hobart Gaines, assistant superintendent and Willie Walls, Director of School Community relations, were actively involved in the daily administration of Community Education.

While the task force, and later the Consortium, had many effective public-spirited members, three in particular stand out. Chairperson Jeff Malley, district director of I. B. M., translated his business skills into creating a dynamic working task force. Horace Willis, chairperson of the N.A.A.C.P. Education Committee, became the first Consortium president, a post to which he was highly dedicated. The Consortium vice-president was Bob Tinstman, assistant general manager of the Lower Colorado River Authority, and former city manager. His reputation for getting things done proved well deserved. He was largely responsible for skillfully negotiating the joint resolution between the City and School District.

Community Education began because neighborhood people came together and learned to value their ability to improve their community. Manuel Navarro, Julius Segura, Margaret Ruiz, and Norma Guerra were a few of those who started the Community Education movement in 1968 by organizing themselves into the South Austin Neighborhood Council. Ten years later, Manuel Navarro was elected a member of the Board of Trustees of the School District. The key professionals who helped the community believe in itself were Edith Mullins, principal of Becker Elementary School between 1968 and 1976; Roy Guerrero, a solid advocate of neighborhood organizations who later became Assistant Director of Parks and Recreation Department; and Father Mike Mikan. The Cook community was blessed with a number of bright and energetic community members, such as Sally Nelson and Jane Parsons who worked with progressive principal Wayne Richards, and the poised, creative coordinator Cheryl Leslie.

The new staff, which expanded Community Education from a pilot program to a city-wide operation within six months, were dedicated and seasoned former teachers: Mac Payne, Johnnie Cavanaugh, Juan Saldana, Barbara Alexius, Diane Lyons, Ana Tess, Rex Miller, Ray Evans, and Lester Haines. Important program assistance was provided by Margot Rutt, Martha Simmons, Dave Van Antwerp, Carolyn Saunders, Enrique Saenz, Betsy Horton, Mary Tomasek, Alfredo Saenz and Jo Ann Schatz.

Initiating the Becker program as staff, and later becoming the core of the Central office, were the author, Alicia Sanchez Olave and Annabelle Valle.

Ms. Olave and Ms. Valle's enthusiasm, commitment, and endurance maintained the spirit of Community Education in the project's roller coaster developmental years. Crucial players added on to the central staff later included planner Leilani Rose, neighborhood organizer Erasmo Andrade, staff developer Percy Morehouse, communications liaison Mike Rush, and evaluator David Ramirez.

The author is deeply indebted to these persons, as well as to many others (even though there is not adequate room to describe them here) for allowing their abilities and their spirit to breathe life into Community Education in Austin.

In preparation of this manuscript, several people were most helpful in their review and comments: Lester Haines, George Wood, Bill Pounds, Steve Stark, Jack Otis and Lou Furcher. David Mikeska developed charts and graphs. Nancy Richey, Kris Oubre and Nella Cunningham edited the manuscript which was reproduced by Frances Trevino, Linda Wilson and Holly Davis.

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APPENDIX A

A JOINT RESOLUTION

OF

AUSTIN INDEPENDENT SCHOOL DISTRICT

CITY OF AUSTIN, TEXAS

WHEREAS, the Austin Independent School District and the City of Austin, Texas heretofore agreed and established the Community Education Program involveing usage of but not limited to, neighborhood school facilities and City of Austin facilities for educational programs and services of neighborhood residents of all ages; and

WHEREAS, the Community Education Program has been successfully established starting in 1975, and has received national recognition as well as widespread citizen support in those portions of the community in which the program has been initiated to the extent that 13,000 persons are now enrolled and 66,000 are participating in Community Education activities; and

WHEREAS, it is the purpose of Community Education to provide a systematic method through which individuals and neighborhoods identify their own unique needs and interests; identify resources appropriate to their fulfillment; and develop a comprehensive program for all ages to improve educational opportunities and quality of life in the neighborhood; and

WHEREAS, it is in the overall interest of the community and the two governmental entities involved to establish and define fiscal funding responsibilities, coordinating procedures, long-range expansion planning, and planned program development between the two jurisdictions for the benefit of all interested citizens as well as the respective staff employees, and to be further utilized in budget preparation; and

WHEREAS, a mutually accepted policy is desirable to assure continuity and permanency of the program:

NOW, THEREFORE, BE IT JOINTLY RESOLVED by the Board of Trustees of the Austin Independent School District and the City Council of the City of Austin that:

I. The Austin Independent School District Board of Trustees and the Austin City Council has established a COMMUNITY EDUCATION CONSORTIUM that acts as a policy advisor to both governing bodies in matters concerning Community Education. The Consortium membership will consist of representatives from the following:

A) one-half of the membership to include one member each of the City Council and the School Board of Trustees and one representative elected or appointed by each Community Education Advisory Council; and

B) one-half of the membership to include community organizational representatives that are appointed to a biennial basis by the Austin City Council and Austin Independent School District Board of Trustees with overlapping membership terms. When the one-half appointment membership number is odd, the number shall be raised by one, to allow for an equal number of appointments by both governing bodies; and said organizational representatives shall be nominated by the Consortium with consideration of ethnic, sex and geographical balance factors.

C) Four ex-officio, non-voting members, will be appointed to represent the School District staff and the City staff, two of which will be appointed by the Superintendent and two by the City Manager.

The functions of the Consortium are as follows:

The Community Education Consortium serves as the official body for recommendations regarding Community Education general policies, plans, programs, and procedures to the Austin Independent School District Board of Trustees, the Austin City Council, the Superintendent of Schools, and the City Manager and the Community Education Project Coordinator. The Community Education Consortium will:

1. Provide a formal linkage between Community Education programs at the local level and those entities which contribute to their financial support.

2. Annually review the implementation of Community Education goals, policies, agreements and contracts mutually established by the Austin Independent School District Board of Trustees and the Austin City Council.

3. Review and comment on the proposed Community Education operating budget prior to its submission to the A.I.S.D. Board of Trustees and the Austin City Council.

4. Review and approve, prior to submission, applications or requests for Community Education funding.

5. Serve as the official body for review and recommendations concerning the establishment, expansion or curtailment of Community Education Centers.

6. Review the annual Community Education operating plan.

7. Review long-range plans for the development of the Community Education program, and encourage joint construction efforts by both jurisdictions.

8. Annually review and evaluate the progress of the Community Education program.

9. Assist in developing the coordination of and cooperation between existing community resources.

10. Serve as a clearinghouse for information regarding Community Education programs at the Center level and for related Community service programs and agencies.

II. A COORDINATING COMMITTEE to be established to coordinate City and School District activities related to the operation of the Community Education Program in accordance with the policies of the Austin Independent School District Board of Trustees and the City Council in an effort to maintain efficient and effective management of the Community Education Program. This committee membership will consist of one School District representative appointed by the Superintendent, one City representative appointed by the City Manager and the Consortium President or his/her representative who will function as chairman or convenor. The Coordinating Committee will be advisory to the Consortium in its functions and to the Project Coordinator in the administration of Community Education.

This committee will be responsible for:

A) Reviewing Community Education programs and major changes in exising programs; and

B) Reviewing and recommending all proposals for new staffing levels and changes in current Community Education staffing levels; and

C) Reviewing all new funding plans and proposals for changes in current funding levels for the operation of the Community Education program with transmittal to the Consortium for its recommendation prior to submission to the governing bodies; and

D) Reviewing all long-range planning and expansion documents subject to approval by the Community Education Consortium; and then by A.I.S.D. Board of Trustees and the Austin City Council; and

E) Reviewing and evaluating the progress of the existing Community Education program with the Consortium.

III. The FINANCIAL arrangements are as follows:

A) The actual level of yearly appropriations shall each year be determined by the Board of Trustees and the City Council with no prior commitment as to funding levels by either jurisdiction.

B) The total costs, including Central Administration and neighborhood Community School costs, shall be funded fifty percent (50%) by the City of Austin and fifty percent (50%) by the Austin Independent School District with the method and frequency of payments as specified in the intergovernmental agreement. The School District is responsible for the financial administration and recordkeeping of these

expenses. The City of Austin and the Austin Independent School District each, when hosting a Community Education campus will provide existing facilities and equipment at no depreciation or rental cost during the regularly scheduled Community Education program other than those specified in the intergovernmental agreement as reasonable amount for abnormal wear and tear and accelerated equipment replacement whether city or school district property. That depreciation payments or contributions to a replacement fund shall be maintained in a reserve designated solely for that purpose.

C) "In-kind services" furnished either by the School District in its payment of central administrative expenses, or by the City of Austin in its furnishing of staff coordination of course instructors shall not be eligible for credit against the 50% cash contributions of either jurisdiction.

D) Special activity and course fees charged to participants shall be utilized for the benefit of neighborhood participants throughout the community to offset special programs, equipment, supplies, awards, community-wide scholarships and instructor expenses. Such fee revenues shall not be utilized to offset the fifty per cent participation of either the School District or the City of Austin.

E) The School District and the City of Austin are encouraged to seek additional "external" funding such as state or federal grants that shall be utilized to support special activities, programs, or studies, and shall not be credited to the benefit of either jurisdiction. Acceptance of "external" funding shall be presented to the Coordinating Committee and Consortium for review subject to approval by the A.I.S.D. Board of Trustees and the Austin City Council.

IV. The Community Education Consortium will submit a three-year expansion plan report for the A.I.S.D. Superintendent and the Austin City Manager by March 1 of each year. Revisions of the expansion plan will be made on an annual basis.

V. All publicity surrounding the program shall give credit to both the City of Austin and the School District for funding the program and shall recognize that the program is a joint operation.

VI. The City of Austin and the Austin Independent School District responsibilities are generally defined and that joint cooperation is encouraged and expected at all levels of the program in the overall interest of the general public.

VII. This policy shall remain in effect from year to year unless revised by the School Board of Trustees and the City Council.

Adopted by the Austin Independent School District in a regular meeting on the 26th day of June, 1978.

Austin Independent School District

_____
President, Board of Trustees

ATTEST:

_____

Adopted by the City Council on the 22nd day of June, 1978.

City of Austin

_____
Mayor

ATTEST:

_____
City Clerk

APPENDIX B

AGREEMENT BETWEEN THE CITY OF AUSTIN AND
THE AUSTIN INDEPENDENT SCHOOL DISTRICT
CONCERNING COMMUNITY EDUCATION

The City of Austin, a municipal corporation acting by and through its duly authorized City Manager, hereinafter referred to as City, and the Austin Independent School District, an independent school district operating in Travis County, Texas, acting by and through its duly authorized superintendent, hereinafter called District, agree that it is the desire of the parties hereto that a Community Education program should be jointly sponsored and cooperatively provided to the citizens of Austin. Therefore, the parties hereto agree as follows:

1. Community Education shall be provided in accordance with policies established by the Austin Independent School District Board of Trustees and the Austin City Council.

2. The period of this agreement and period for which the Community Education program shall continue from year to year may be amended from time to time with proper notice of either party until the agreement is terminated according to the provisions of Section II.

3. The Austin Independent School District shall be the administrative agent for the Community Education Program according to the City of Austin - Austin Independent School District Joint Policy Resolution adopted on

4. Community Education services shall be provided at the Community Education facilities listed on Attachment A. Additional facilities may be added according to expansion procedures (see Attachment B).

5. The fundings for a given year shall be those adopted in their budgets annually.

   The parties agree that there shall be no automatic renewal of funding for any subsequent time period and that there shall be no obligation of the general fund of either the District or the City.

   The parties hereto shall have no obligation to contribute any funds beyond the amounds appropriated each year.

   The funds to be provided by the City will be provided in quarterly installments upon invoice by the A.I.S.D. Finance Department. The funds to be provided by the District will be provided upon request of the A.I.S.D. Finance Department. This agreement shall be operational for the period from _____ _____ to _____. Unexpected funds

do not carry over from one fiscal period to another, but will return to their source.

6. The District shall make periodic progress reports to the City during the course of this agreement. The City shall have the full right to audit and review the program during its existence.

7. Amounts received from the City shall be expended only for Community Education purposes for the financing of Central administration costs and neighborhood school center administrative operating costs. Program costs are provided by the service deliverer and/or participants. Budgeted costs will be expended as set out in the yearly budget document. Each year the School District shall submit to the City a budget upon a form specified by the City.

8. All publicity surrounding the program shall give credit to both the City and the District for funding the program and shall recognize that the program is a joint operation of the City and the District.

9. Planning with City of Austin departments will occur on a regular basis. Specific planning objectives acknowledged to be the responsibility of both the Austin Independent School District and the City of Austin include: Preparation of Community School annual plans and development of the Community Education operating budget for the following fiscal year for submission to Community Education Consortium; and identification of City of Austin departmental needs related to Community Education planning and implementation.

10. This agreement may be terminated by either party upon written notice six (6) months prior to the effective date of termination with written notice to the parties designated in this agreement.

11. The parties in charge of the program for the City and the District and the individuals to contact are as follows:

APPENDIX C

COORDINATING PROCEDURES FOR COMMUNITY EDUCATION PROGRAM

Community Education is a management and delivery system for programs and activities which promote community and individual development. In Austin, this concept is delivered through the use of Community Education Centers.

The Community Education Program means a program which will contain where applicable all the following components: involvement of residents in neighborhood decision making through the organization of advisory councils, an identification of the needs of the community, and facilitating the provision of vocational, academic, recreational, avocational, cultural and social service programs for pre-schoolers through senior citizens. As the City of Austin provides services requested by the community, and has a need for additional facilities to provide these services, a partnership has great benefits in those neighborhoods which do not have adequate access to community services and facilities or need systematic service coordination. The provision of Community Education by the Austin Independent School District and the City of Austin as a neighborhood delivery system maximized the potential program effectiveness in providing needed services to neighborhoods throughout Austin.

In the pursuit of a management and delivery system, the Community Education Program with the assistance of residents, provides:

1. Systematic needs assessment.
2. Identification of community resources and coordination of their service delivery.
3. Coordination and supervision of facility use by community agencies, and civic groups.
4. Neighborhood development activities.
5. Provision of optional programs supportive to the K-12 program.
6. Provision of equal involvement activities for children, youth and adults, regardless of age, sex or income.

Services are provided by Community Education whenever there is a need which has not been met with existing community resources. As a delivery system, a Community Education Center can serve as a satellite center to existing services.

Current operations are based on the philosophy and policies adopted by the School Board and City Council in 1975. Policy changes are made thru the Council and School Board with recommendations developed by the Community Education Consortium.

The following operating procedures do not affect existing agreements between the City and the Austin Independent School District. These operating procedures will be in regard to planning and programming, personnel practices, administrative support and fiscal operations.

I. Joint Responsibilities

A. In accordance with the established planning cycle, program planning with the Community School Advisory Councils and the Community Education Consortium. The established planning cycle is as follows:

1. Fall - Identification of neighborhood needs and determination of neighborhood priorities. Input as to areas that need assessment would be given to Community Education. Community Education would conduct the assessment when needed.

2. Winter - Development of annual Community Schools program objectives. Preparation and submission of Community Schools annual plans.

3. Spring - Review Community Schools plans. Identification of Community Education program needs and priorities. Development of Community Education program objectives and preparation of Community Education annual operating plans.

4. April - Submission of Community Education annual operating plans to the Community Education Consortium, Community Schools Advisory Councils, and Community Education Coordinating Team.

5. Sept. - Annual Program Evaluation

B. Personnel and Communication System

1. Personnel hired for joint programming or those providing a class or activity for Community Education will be given an orientation to City of Austin and A.I.S.D. policies and procedures, program purpose etc. by each group.

2. Personnel will be utilized in accordance with Advisory Council and Community Education Consortium priorities. Schedules and functions will be determined by the above needs or priorities.

3. When a City Department is providing a class or activity with a Community School, a City staff person will be designated as a liaison for that particular program and will work in conjunction with the Campus Coordinator.

4. The liaison person will attend Advisory Council meetings in an ex-officio capacity to become informed about neighborhood needs and participate in planning for services for that neighborhood.

5. In order to facilitate information sharing, communication, and problem solving at the campus level, periodic meetings should be held between City of Austin department personnel (liaison and instructors, recreational specialists, etc.) and the Campus Coordinator. Information or communication on a city-wide level should be communicated by the City Department head or their representative to the

Community Education Project Coordinator (and vice versa).

C. Site Development and Review

D. Funding

II. City of Austin Accepts Responsibility for the Following Activities:

A. Identification of City of Austin departmental needs related to Community Education planning and implementation.

B. Participation in the needs assessment conducted in each Community School.

C. Review of the annual operating plan for Community Education via Consortium representative.

D. Participation on the Community Education Coordinating Committee.

E. When a department of the City of Austin provides a program at the Community School site, they will designate a liaison for:

1. Provision for jointly planned programs by City departments at Community Education Centers.

2. Proper use and care of facility and equipment. An inventory will be taken at the beginning and at the end of scheduled use periods. Replacements will be made by Community Education.

3. The hiring and evaluating for City of Austin activities, upon mutual agreement which Community School Coordinator, those staff paid from City of Austin departmental budgets.

4. Providing expendable materials and supplies for classes offered by the City of Austin.

5. Preparing activity plans by instructors to be submitted no later than two weeks prior to the program initiation for joint review by the City of Austin supervisor and Community Education coordinator.

6. Maintaining appropriate class records and participant information by instructor.

7. Notifying coordinator when classes have been cancelled due to instructor's absence and notify class participants of same. If less than 12 hours notification, a substitute will be provided.

8. Preparing status report for PARD district coordinator concerning recreation program at Community Education Center. Meeting regularly to assess progress.

9. Assuming responsibility and liability for the safety of participants in program for which services are provided.

10. Instructor's salaries of those paid directly by the City of Austin or contracted for by the City of Austin.

11. Adequate appraisal of quality of content of classes offered by the City of Austin.

12. Limiting enrollment as agreed upon.

13. Providing City of Austin staff and A.I.S.D. in-service training.

III. Community Education Accepts Responsibility for the Following Activities:

A. Systematic neighborhood need and priority determination in cooperation with the Community Education Advisory Committees and the Community Education Consortium.

B. Coordinate with the City of Austin staff, for programming of Community Education Centers by City of Austin programs/classes according to priorities established by the Community School Advisory Council.

C. Disseminate City of Austin information, registration information, etc., to clients and/or inquiring community participants.

D. Joint registration of participants in City of Austin programs located at Community Education Centers (correct forms and information will be used as mutually agreed upon and as staff is available.)

E. Appropriate disbursement of fees collected for designated program.

F. General supervision and evaluation of PARD activity leaders for the following: safety, participant control, building management, and space use.

G. Communication with other facility users concerning scheduled programs and special needs.

H. Processing all requests for partial payments for classes by low income participants.

I. Providing program space.

J. Securing and supervising custodial service for these facilities during Community Education usage. All instructional leaders will be reasponsible for general cleanliness of their area and maintenance of the equipment.

K. Designation of equipment used in the areas assigned.

L. During Community School hours make arrangements for opening and securing building.

M. Designate specific entrances to be used by Community participants.

N. Provide Personnel Evaluation annually. Provide feedback/evaluation of existing programs and usage of facilities. Program performance reports will be prepared and submitted to the Coordinating Team within two months after programs are completed.

O. Provision of resource staff for planning and coordinating structure of Community Education.

P. Overall administration of Community Education.

APPENDIX D

LONG RANGE PLANNING PROCESS

COMMUNITY SCHOOLS

The Community Education Program was established primarily to utilize existing facilities through the facilitation of the use of these facilities by the various service deliverers within the community. The prevention of duplication of facilities and services within the community is a primary goal. Long range planning processes which will establish guidelines for future growth on which each agency can agree, must be developed. It is proposed that the School District and the Parks and Recreation Department shall involve the other agency in its long range acquisition and development planning process to encourage joint planning and prevent duplication. Within these guidelines may be established a system which can be used to evaluate the needs of a specific community for a community education campus. It is anticipated that athletic facilities will need to be provided by the City which can be jointly used by Parks and Recreation Department and the Austin Independent School District. It is proposed that by using existing school facilities and joining with the Austin Independent School District in construction of future schools with the inclusion of recreation facilities the necessity for constructing major recreation centers in the future can be greatly reduced.

The long range plan of joint use of facilities of both agencies and the reduction of capital improvement and operating budgets by the City would make it feasible for the City of Austin to equally fund with the Austin Independent School District the costs of operation and administration of Community Education from the office of the Project Coordinator through the Campus Coordinator and their staff. Additional funds can be budgeted for actual delivery of needed services at the campus level by the Parks and Recreation Department and other City Departments.

MECHANISM FOR INCREASED PARTICIPATION
by the
CITY OF AUSTIN
in
COMMUNITY EDUCATION
in the area of

PLANNING AND PROGRAM DEVELOPMENT

1) Director of the Parks and Recreation Department is appointed as ex-officio member of the Consortium.

2) Director of the Parks and Recreation Department or his designated representative attends Community Education Consortium meetings.

3) Parks and Recreation Department staff may serve as resource persons to the Consortium.

4) Joint planning meetings between the Community Education staff and Parks and Recreation Department staff (at all levels) will be held on a seasonal basis.

5) Each Community School Advisory Council will have a Parks and Recreation Department staff representative as an ex-officio member of the Council.

6) Each Community School Campus Coordinator will meet at least quarterly with his/her local counterpart (i.e., Area Supervisor) for the purpose of exchanging information related to the program development.

APPENDIX E

SCHOOL AND CITY JOINT RESOLUTION

WHEREAS, there is a rising public insistence that all levels of government become more responsible to citizen needs and desires; and

WHEREAS, there is a limited amount of tax monies and other human and physical resources available to meet public demands for facilities, programs and services; and

WHEREAS, full utilization of existing public facilities, programs and services is a desirable community goal; and

WHEREAS, the energy crisis and other related developments points up an increasing need for all governmental units and related public service organizations to mobilize their respective resources for the common purpose of improving the quality of community life; and

WHEREAS, the Inter-local Cooperation Act Article (32c) V.A.S.C. recognizes and authorizes local governments, including school districts, to make formal agreements for joint planning and performance of functions; and

WHEREAS, Austin Independent School District has facilities, equipment and staff organized for the purpose of providing education opportunities for children and youth, and at its discretion, certain other educational, recreational, cultural, social and service involvements for all district patrons; and

WHEREAS, the City of Austin provides facilities, staff, and certain recreational and servic programs for the citizens within its geographic boundaries; and

WHEREAS, a multitude of other related public and private community organizations provide programs and services for community betterment; and

WHEREAS, no single, cohesive strategy for the development and utilization of all these relevant community resources has yet been established; and

WHEREAS, there are great potential social and economic benefits to be derived from further cooperation in facility and program development for the benefit of all citizens through the comprehensive Community School programs at the local neighborhood level.

THEREFORE BE IT RESOLVED that the undersigned endorse, support and agree fully to participate in the joint planning, development, operation of pilot Community Education Centers within their respective service areas. Staffs will be authorized to include necessary funding for 6 Centers for 1975-76 in their respective budgets. Each body will appoint representatives to the district-wide Austin Community Education Council. The City Manager and Superintendent will be authorized to proceed with site selection according to the criteria outlined by the Community Education Task Force.

Approved this 11th day of June, 1975

Mayor City of Austin	President, Board of Trustees Austin Independent School District

APPENDIX F

CHARACTERISTICS OF COMMUNITY EDUCATION CENTER NEIGHBORHOODS*
1970

SCHOOL	POPULATION 1970	POPULATION 1976	DEMOGRAPHIC CHARACTERISTICS	INCOME LEVEL	EDUCATIONAL LEVEL
Becker Tract 13.02	12,172	12,870	Substantial Spanish Speaking Population.	Below Average Median $6,000 - $9,000	Below Average Median 10 Years
Brooke, Tracts 9, 21.02	21,734	20,541	Population Predominantly Black or Spanish Speaking	Poverty, Median $5,000 and Below Average, Median $6,000 - $9,000	Low, Median 7-8 Years & Below Average Median 10 Years
Cook, Tracts 18.01, 18.03	18,457	31,266	Households with Children	Average, Median $10,000 and Above Average, Median $12,000-$16,000	Above Average, Median Some College
Far South (Bedicheck, Odom, St. Elmo) Tracts 17.02, 20, 24	14,813	36,908	Households with Children	Average, Median $10,000 and Above Average, Median $12,000-$16,000	Average, Median High School Graduate and Above Average, Median Some College
Maplewood Tracts 3, 21.01	34,188	36,309	Old to New Neighborhoods, Large Student Population	Below Average, Median $6,000-$9,000 and Above Average, Median $12,000-$16,000	Average, Median High School Graduate and Above Average Median Some College
Mathews Tract 12, 16.02	7,788	7,179	Old Neighborhood, Large Student Population	Below Average, Median $6,000-$9,000	Below Average, Median 10 Years and High, Median 15-16 Years
Rosedale/Bryker Woods Tracts 2, 6	25,370	24,150	Old Neighborhood, Large Student Population	Below Average Median $6,000-$9,000 and Average Median $10,000	Average, Median High School Grad. and High Median 15-16 Years

*Information is presented by Census Tract

APPENDIX F (continued)

CHARACTERISTICS OF COMMUNITY EDUCATION CENTER NEIGHBORHOODS?
1970

SCHOOL	POPULATION CHANGE PATTERNS	HOUSIN CHARACTERISTICS	HEALTH CHARACTERISTICS	POLICE CALLS
Becker Tract 13.02	Stable Population	Old Housing Stock	Below Average Health	Medium Police Calls and Arrests
Brooke, Tracts 9, 21.02	Losing Population	Poor Housing Conditions, Old Housing Stock	Poor Health, High Hepatitis	High Police Calls and Arrest
Cook, Tracts 18.01, 18.03	Explosive Growth	New Housing, Above Average Value	Good Health	Low Police Calls and Arrests
Far South (Bedicheck, Odom, St. Elmo) Tracts 17.02, 20, 24	Explosive Growth	Old Housing Stick and New Stock, Average, Above Average Value	Good Health	Low to Medium Police Calls and Arrests
Maplewood Tracts 3, 21.01	Losing or Stable Population	Old Housing Stock and New Housing Stock, Above Average Value	Below Average Health	Low to Medium Police Calls and Arrests
Mathews Tracts 12, 16.02	Losing or Stable Population	Old Housing Stock	Below Average Health	Low and High Police Calls and Arrests
Rosedale/Bryker Woods Tracts 2, 6	Losing Population	Old Housing Stock and Commercial	Good Health	Low to Medium Police Calls and Arrests

SOURCE: Population - U.S. Bureau of Census 1970 and 1976. Monti, Lorna A., Characteristics - A Social Indicator for Austin: A Cluster Analysis of Census Tracts, 1975.

APPENDIX G

AUSTIN COMMUNITY EDUCATION PROGRAM SUMMARY, 1978 - SUMMER, 1979

TABLE 1 COURSES, HOURS OF PROGRAMMING, AND REGISTRATION BY TYPE OF COURSE

TYPE OF COURSE	COURSES CONDUCTED		HOURS OF PROGRAMMING		REGISTRATION	
	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT
ACADEMIC	145	11.8%	4,532	23%	2,118	13.5%
THE FINE AND PERFORMING ARTS AND CRAFTS	383	31%	4,235	21.5%	3,482	22%
CULTURAL AWARENESS	23	1.8%	243	1%	252	1%
HEALTH	60	4.8%	555	2.8%	698	4%
HUMAN SKILLS	43	3.5%	661	4%	402	4%
PHYSICAL FITNESS/ RECREATION	370	30%	5,411	27.4%	5,610	36.5%
SELF-HELP SKILLS	122	10%	1,439	7.3%	1,430	9.3%
VOCATIONAL	69	5.6%	2,620	13.3%	902	5%
OTHER	10	.8%	293	.5%	465	3%
TOTAL	1,225	100%	19,698	100%	15,359	100%

TABLE 3 ACTIVITIES & PARTICIPATION BY TYPE OF ACTIVITY

	ACTIVITY NUMBER	PARTICIPATION NUMBER
CONSORTIUM & ADVISORY COUNCIL MEETINGS	117	1,119
SCHOOL & COMMUNITY SERVICE ACTIVITIES	138	7,911
FUND RAISING EVENTS	23	5,844
ORGANIZATIONAL MEETINGS	780	18,831
PUBLIC INFORMATION/COMMUNITY AFFAIRS MEETINGS	91	2,344
SELF-HELP SEMINARS	87	839
SOCIAL/RECREATIONAL ACTIVITIES	2,466	64,966
OTHER	180	5,839
TOTAL	3,882	107,693

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